

·CITY PLAN·

·—FOR—·

·EAST·SAINT·LOUIS·

·—PREPARED FOR THE—·

WAR CIVICS COMMITTEE

·—BY—·

HARLAND BARTHOLOMEW

CITY PLAN ENGINEER

·—1920—·

P-O MAR 20 1940

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ST. LOUIS PUBLIC ARCHIVE

*See, - East St. Louis - City Plan*



HARLAND BARTHOLOMEW,  
CITY PLAN ENGINEER  
ST. LOUIS.

MAY 1920

1920

# EAST ST. LOUIS ILL'S

SHOWING REGIONAL FEATURES — TOPOGRAPHY RESOURCES

## LEGEND

- RAIL ROADS
- ELECTRIC RAILWAYS
- ROADS
- COAL MINES
- CLAY MINES

Scale

0 1 2 3 4 5 6 7 8 9 10







This map shows the relative locations of East St. Louis, St. Louis and numerous surrounding cities and towns. Here is an area that calls for a unified planning of all physical developments—levees, railroads, streets, etc. The topography and the natural resources of the region invite the upbuilding of a great industrial center. One of the largest bituminous coal fields of the world lies in close proximity (the individual mines within the area being shown by black dots); the great level American Bottom is now safeguarded against flood by a protecting levee, built by the East Side Levee District Board with funds collected by assessments covering the entire district. For protection arbitrary boundaries were forgotten and the numerous small political divisions united. The whole region is beginning to function as a unit and the question naturally arises, might it not be the part of wisdom to constitute a planning commission to devise a unified scheme of streets, railroads, and all physical features to insure the ultimate economical development of the whole area? Without some comprehensive plan for the future, the possibilities of this vital region may be overlooked and its resources wasted.



# A COMPREHENSIVE CITY PLAN

FOR  
EAST ST. LOUIS, ILLINOIS

PREPARED FOR THE  
WAR CIVICS COMMITTEE

BY  
HARLAND BARTHOLOMEW

CITY PLAN ENGINEER

1920



## LETTER OF TRANSMITTAL

St. Louis, Missouri.  
April 1, 1920

War Civics Committee,  
Federal Building,  
East St. Louis, Illinois.

Gentlemen:

In authorizing the publication of the Comprehensive City Plan for East St. Louis, your Committee has undoubtedly recognized the desirability of acquainting the citizenship with the necessity and advantage of undertaking numerous public works in accordance with some definite scheme of development. Sixteen months have been devoted to the studies of the city's problems of street planning, transit, transportation, recreation, etc. The present plan is the outgrowth of numerous conferences and meetings with public officials, utility corporations, civic organizations and citizens.

It is unfortunate that a plan such as this could not have been prepared in advance of the city's present growth, but the extremely difficult problems of today are but an indication of the urgency and wisdom of anticipating the needs of tomorrow. Certainly few cities have ever been confronted with more difficult physical problems and yet the present opportunity of planning for the greater and inevitable future development should appeal to all citizens as a measure of good business and sound economy. We cannot accurately forecast the nature of the city's growth and yet, through planning, we may direct that growth into the proper channels. The present plan should be adopted as the city's policy in public improvements and in order to insure the necessary continuation of that policy a permanent City Plan Commission should be created. It is quite as easy and certainly much cheaper in the end to carry out public work in accordance with a definite plan. A permanent City Plan Commission will insure the continuation of the work now started in accordance with the plan here presented. The future and more difficult parts of the plan will thereby be better understood and their execution more easily accomplished.

Opportunity is hereby taken to express appreciation of the invariable courteous response, cooperation and interest of those officials and citizens from whom the writer has had occasion to seek information and assistance.

Respectfully submitted,  
HARLAND BARTHOLOMEW,  
City Plan Engineer.



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## FOREWORD

The War Civics Committee was appointed by the Honorable Newton D. Baker, Secretary of War, on September 16th, 1918, for a period of three years, in order to co-ordinate all the forces for good—local, state and national—in eliminating adverse living conditions in East St. Louis, and creating an environment more favorable to the successful production of war materials in the industries of the city.

The plan made the following provisions:—

(a) The Executive Director to be furnished by the Community Organization Branch of the War Department, and to be under the general direction of that department, and an official of the Government.

(b) A committee of forty or fifty citizens of East St. Louis, to be appointed by the War Department, from among the best representatives of all interests—white and black—Protestant and Catholic—labor and capital—Republican and Democrat—men and women, leaders in the various civic, commercial and philanthropic organizations. This committee to have general charge of the betterment work.

(c) An Executive Committee of eleven to be chosen by and from the larger committee, to act for and report to the general committee in the interim between meetings.

(d) Financial support to be contributed by the industries of this city and such other people as the general committee may deem wise. The packing interests of East St. Louis to agree to furnish one-half of such finances up to \$50,000.00 the first year, \$25,000.00 the second year, and \$25,000.00 the third year.

As soon as the industries were assured of the interest and approval of the War Department the following industries subscribed \$97,900 for the first year, \$44,075 for the second year and \$43,450 for the third year:

Armour & Company.  
Morris & Company.  
National Stock Yards.  
Swift & Company.  
Aluminum Ore Company.  
Missouri Malleable Iron Co.  
Monsanto Chemical Co.  
American Steel Foundries.  
East St. Louis & Suburban Ry. Co.  
American Zinc Co.  
East Side Packing Co.  
East St. Louis & Interurban Water Co.  
General Chemical Co.  
Hammar Bros. White Lead Co.  
Railway Steel-Spring Co.  
St. Clair County Gas & Electric Co.  
Barrett & Co.  
Dixie Mills Co.  
East St. Louis Bridge Co.  
Elliot Frog & Switch Co.  
Golden Grain Milling Co.

Hezel Milling Co.  
Laclede Steel Co.  
Missouri Bridge & Iron Co.  
Pioneer Box Co.  
Zelnicker Supply Co.  
Alfocorn Milling Co.  
Banner Ice Co.  
Campbell & Reid & Western Sales Stable Co.  
Geo. S. Mephram Paint Co.  
Grant Chemical Co.  
Home Ice Cream & Ice Co.  
Kehlor Flour Mills Co.  
Standard Oil Co.  
Excelsior Tool & Machine Co.  
Illinois Walnut Co.  
Layton Pure Food Co.  
Oertel Roofing Co.  
Phelan-Faust Paint Co.  
Ralston-Purina Mills.  
Southern Roller Mills Co.  
Model Laundry Co.

The program adopted provided for the social, civic and physical improvement of East St. Louis, and included the promotion of a city plan.

The complete history, plan, program, budget, financial report and accomplishments of the first year, together with the program and budget for the second year, was published at the end of the first fiscal year under the title of "BUILDING EAST ST. LOUIS FOR TOMORROW," which may be obtained from Mr. A. W. Coffin, Executive Director of the War Civics Committee, 331 Federal Building, East St. Louis, Illinois.





View of the Proposed Rock Road Opening showing its advantageous location in relation to the business district. The opening of Rock Road would afford a direct connection between State Street and the Eads Bridge approach on Broadway, and would also effect a material change in the development of surrounding property. Note the location of the proposed Public Building Group north of Rock Road.



## INTRODUCTION

East St. Louis officially came into existence in April, 1861, when at a public election the electorate approved a change of name from Illinoistown to the Town of East St. Louis. Illinoistown had been incorporated only two years before—February 19, 1859—when it numbered but a few hundred people. Here products from the surrounding section of the State of Illinois were transferred to a ferry crossing the Mississippi River, to find a market in the City of St. Louis. The first account which the histories give of the development on the east side of the river is of the activities of Captain James Piggott, who established the first ferry near the foot of Trendley Avenue in East St. Louis. He also built the first houses in East St. Louis in 1797, built a bridge over Cahokia Creek, and removed timber that then existed in considerable quantity upon the present site of the city.

Throughout the nineteenth century the growth of East St. Louis was quite negligible. The stock yards were established in 1872. The Eads Bridge, the second structure to span the Mississippi River, was completed in 1874. It afforded intercourse between the two sides of the river and accommodated both highway and railroad traffic. Coal was first discovered in the United States in the latter part of the seventeenth century at Ottawa, in the northern part of Illinois, and almost simultaneously just outside the city limits of East St. Louis, but no attempt to develop or make use of the vast resources to be found in this locality was made until recent years.

East St. Louis is situated in an extensive low-lying area on the east side of the Mississippi River that is known as the Great

American Bottom. This area, once a flood plain of the river, is approximately twenty-five miles long and from four to eight miles wide. At various periods the Mississippi River flowed through portions of the area and since its general elevation is still below that of several high water marks of the river, it has for years been subject to much inconvenience from overflow, seepage, and imperfect drainage. Undoubtedly this handicap has prevented the development here of an industrial city of great importance, for the section has otherwise many distinct natural advantages. These drainage difficulties have long served to retard the growth of East St. Louis as well as of the several smaller neighboring cities. The people of East St. Louis, recognizing the necessity for overcoming the danger and handicap of continual floods, created, in 1900, the East Side Levee District Board, and by taxation provided ample funds with which there have been built levees protecting the larger portion of the bottom lands from overflow. In magnitude and cost this undertaking compares favorably with other great projects of America, such as that at Galveston and elsewhere. The work of the Board is still in progress and present plans call for the eventual building of drainage facilities that will practically relieve the entire district from flood troubles. The value of the work of the Levee Board is reflected by the census figures, which show that the city has grown in population from approximately 15,000 in 1890 to 80,000 (estimated) in 1920, while the smaller surrounding cities—Madison, Venice, Brooklyn, and Granite City—have also shown substantial increases in population during the same period. The growth of East St.



Louis in population can well be seen from the following United States census statistics:

1880 .....	9,185
1890 .....	15,169
1900 .....	29,256
1910 .....	58,547
1918 (estimated) .....	74,808

With the coming of the transcontinental railroads following the Civil War, East St. Louis became a natural western terminus, inasmuch as adequate river crossings for heavy railroad use were not then available. As a result very nearly the entire river front of what is now the City of East St. Louis was absorbed for railroad purposes. These railroads preceded the development of the city; they were not obliged to consider and probably did not dream of the rise of a large city. In order to avoid flood troubles, the grades of the several railroads were raised above the high water mark of the river and rights-of-way were chosen to suit individual needs and without regard for any particular plan.

Under these conditions it would seem that the growth of a large city would have been almost impossible. Few, if any, large cities have ever risen under greater physical difficulties and hardships. Certainly the site of the city was wholly uninviting to the upbuilding of a great and attractive metropolis. Only because of distinct economic superiority of location has the city of today been built. For this very reason one may, without fear of contradiction, predict a future city of almost unlimited industrial growth and of accompanying industrial population. Almost unsurpassed in railroad facilities, possessed of cheap, level, and advantageous industrial sites, adjacent to the largest bituminous coal field in the United States, having the tremendous economic advantage of central geographic position, and located at the very

heart of commercial United States, East St. Louis is a city with a future almost beyond prediction.

Great as may be the growth of East St. Louis, however, there is one condition that may seriously retard the city and prevent the development here of one of the greatest industrial cities of America. This difficulty is the tendency toward haphazard development so glaringly evident wherever one turns, not merely within the confines of the city but throughout the whole district. Aside from the work of levee improvement and of the commendable action of the city in raising the grades of streets above the high water mark in the area west of Tenth Street, in 1888, there has been scarcely any public action that can be pointed to as evidence of or regard for the development of a great metropolis. Railroads have spread at random throughout the city's area; industries have been built where principal streets should be extended; important streets (notably Rock Road) have even been abandoned at the instance of selfish owners of abutting property; there has existed no plan or program for the development of an adequate street system; subdivisions have been laid out, pavements laid, and utilities constructed beyond what should have been the natural limits of the city's growth. Practically all the railroads are built at grade and no general plan exists for the elimination of the appalling number of these railroad grade crossings. The city has not had an adequate building and housing code, so that the standard of workmen's homes has been low and there has been no incentive to raise that standard. A fairly adequate sewerage and water supply system has been constructed, however, that will be a valuable asset in helping to create a better city. Fortunately, housing has for the most part been of the single family type and there has been no tendency to erect multiple houses. The absence of





Panorama of the vast railroad properties along the Mississippi River front in East St. Louis. The Eads Bridge, spanning the Mississippi between St. Louis, Missouri, and East St. Louis, Illinois is shown in the background.

tenements and multiple family houses has brought about a distribution of population much more favorable than would have been expected under the conditions. A few playgrounds and one fairly well equipped large park exist, but the recreation facilities are far from adequate for a city of the present size and character.

These shortcomings are commonly known and are not here stated as mere criticisms. We learn by our mistakes, and those of East St. Louis are recounted in order to show the lack of vision and civic spirit that has attended the vast growth of the city, so that by comparison with the suggestions and plans presented later in this report, the necessity for recognition of and action on all matters pertaining to the city's future growth may be fully realized. The greater East St. Louis can not for long be contained within the boundaries of the present city. Already factories are being built beyond the southern city limits. While the city of the future will be determined by the character of planning and development within the area now known as East St. Louis, attention should also be given to the entire

surrounding district, including not merely the Great American Bottom but the adjoining uplands beyond the bluffs to the east. We now find a number of people who do business in East St. Louis taking advantage of the residential districts of St. Louis or of the higher land on the eastern bluffs. The low-lying bottom areas do not make ideal residential territory, though evidence that they can be converted into pleasant residential sections is shown in the district now known as Lansdowne. Taking a large view of the situation, however, it must be conceded that eventually a fair proportion of the area of the bottom lands will be developed, and should be developed, for railroads, industries, and commercial purposes. While a considerable proportion of the people working within these industries and commercial institutions will wish to live near their places of business, there will come about eventually extensive residential developments on the uplands.

To the end, therefore, that there may not be haphazard growth over this entire area and in order to facilitate the most natural and economical development of the many miles of area involved, so that both



industries and residences may expand and absorb suitable areas without undue expense, without depreciation of property values, and without waste, it is suggested that the various social, industrial, and political interests involved be centralized in some such way as to bring about the effective planning and development of this greater area. This, indeed, is a large problem and one which involves much thought and attention. Any plan for the City of East St. Louis would be incomplete without a recognition and statement of the necessity for planning throughout the entire area. No wholly practicable and satisfactory method for planning or attempting to control so great a variety of community and political interests has yet been devised.

It does not seem to be an impossible task, however. In the work of the Levee Board there already exists precedent for some such authority, to be created possibly in the same way. On the opposite side of the river now stands the City of St. Louis, with an area of sixty-one square miles, for which a comprehensive plan is now being prepared and where practically all public work is being undertaken in accordance with a definite city plan. It should seem possible, in view of the magnitude of the problem, to secure the creation of a duly authorized board to study and plan for the future of the great industrial city which will undoubtedly develop on the east side of the river provided its growth is wisely directed and controlled.

# CITY OF EAST ST. LOUIS, ILLINOIS. PROPOSED MAJOR STREET SYSTEM. PLAN SHOWING STREET LAYOUT AND CITY PLANNING.

LEGEND

- PROPOSED MAJOR STREETS
- PROPOSED MINOR STREETS
- PROPOSED EXTENSIONS AND  
CLOSURES
- SCALE IN FEET





CITY OF ST. LOUIS MO.

# CITY -OF- EAST ST. LOUIS, ILLINOIS

PLAN SHOWING  
PROPOSED MAJOR STREET  
SYSTEM

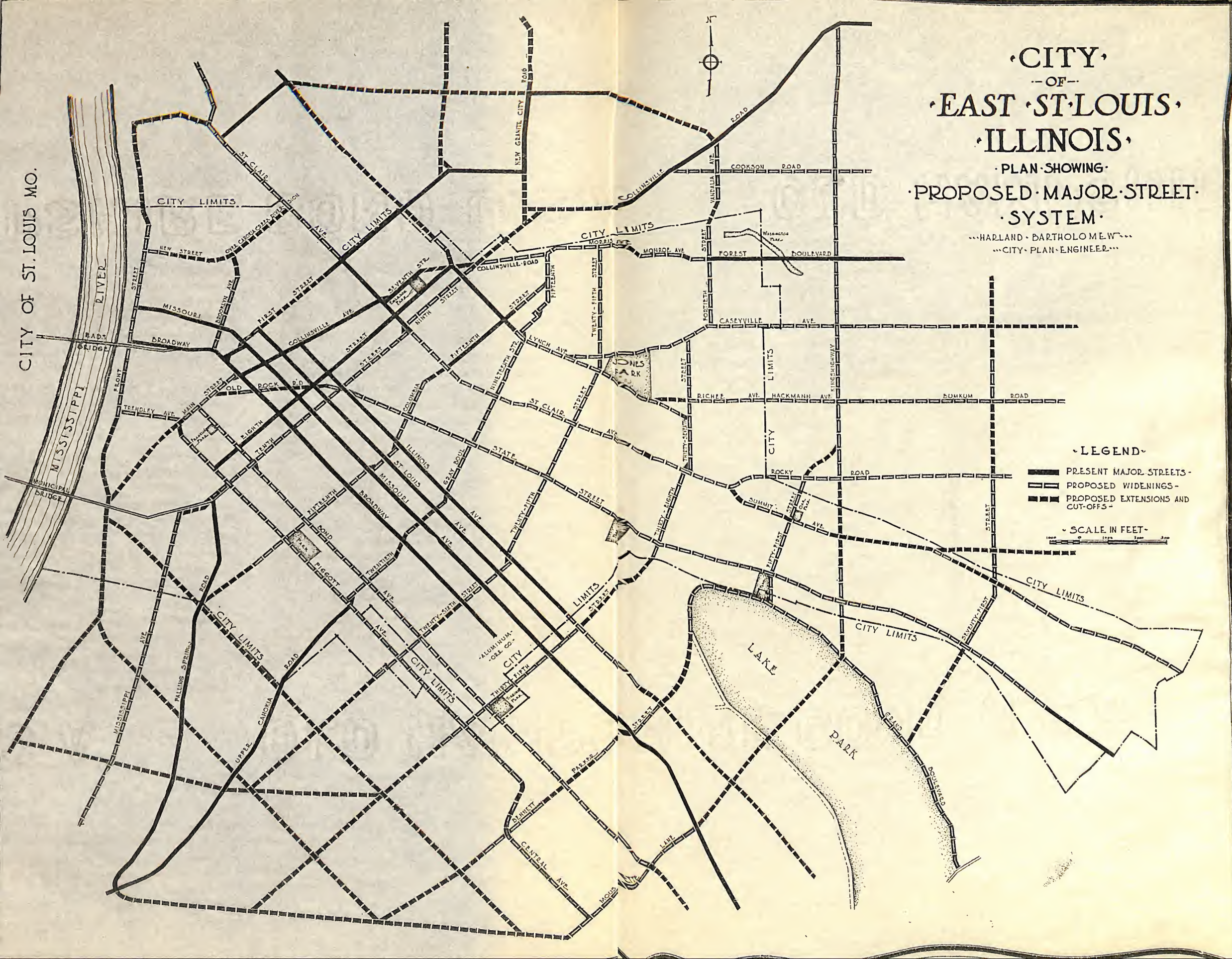
HARLAND BARTHOLOMEW  
CITY PLAN ENGINEER

## LEGEND

- PRESENT MAJOR STREETS
- PROPOSED WIDENINGS
- PROPOSED EXTENSIONS AND CUT-OFFS

SCALE IN FEET

0 100 200 300 400 500 600 700 800 900 1000





## A MAJOR STREET PLAN

The character and location of the streets of any city are great factors in its growth. Streets usually constitute from twenty to forty per cent of a city's area; without careful planning they may easily bring about a tremendous economic waste. The expansion of the city in all directions is affected principally by the character of street connections that are afforded. In advance the city should plan main streets in the direction in which it is expected or desired that the city shall grow.

There are three types of streets: (1) principal radial thoroughfares; (2) secondary major streets; (3) minor streets. The principal radial streets are those affording direct short-line connections between the business district and the several residential and industrial districts. The principal radial streets should also connect with the roads leading to surrounding country, to neighboring towns and cities. The secondary major streets are those affording direct crosstown connection between different parts of the city. The minor streets are those used either for residential or industrial purposes where little or no through traffic is expected, such traffic as is accommodated originating chiefly upon the minor street itself.

The principal radial streets should seldom be planned with a width of less than one hundred feet. Such width will accommodate three lines of traffic in either direction and in addition a double-track transit line. When first laid out it is not always necessary to provide radial streets with a wide roadway. The width of roadway in the first stage should be determined in accordance with the amount of traffic using the thoroughfare, but in anticipation of the time when the thoroughfare will have

its maximum use, a final width should be established in the first instance in order to avoid excessive ultimate cost.

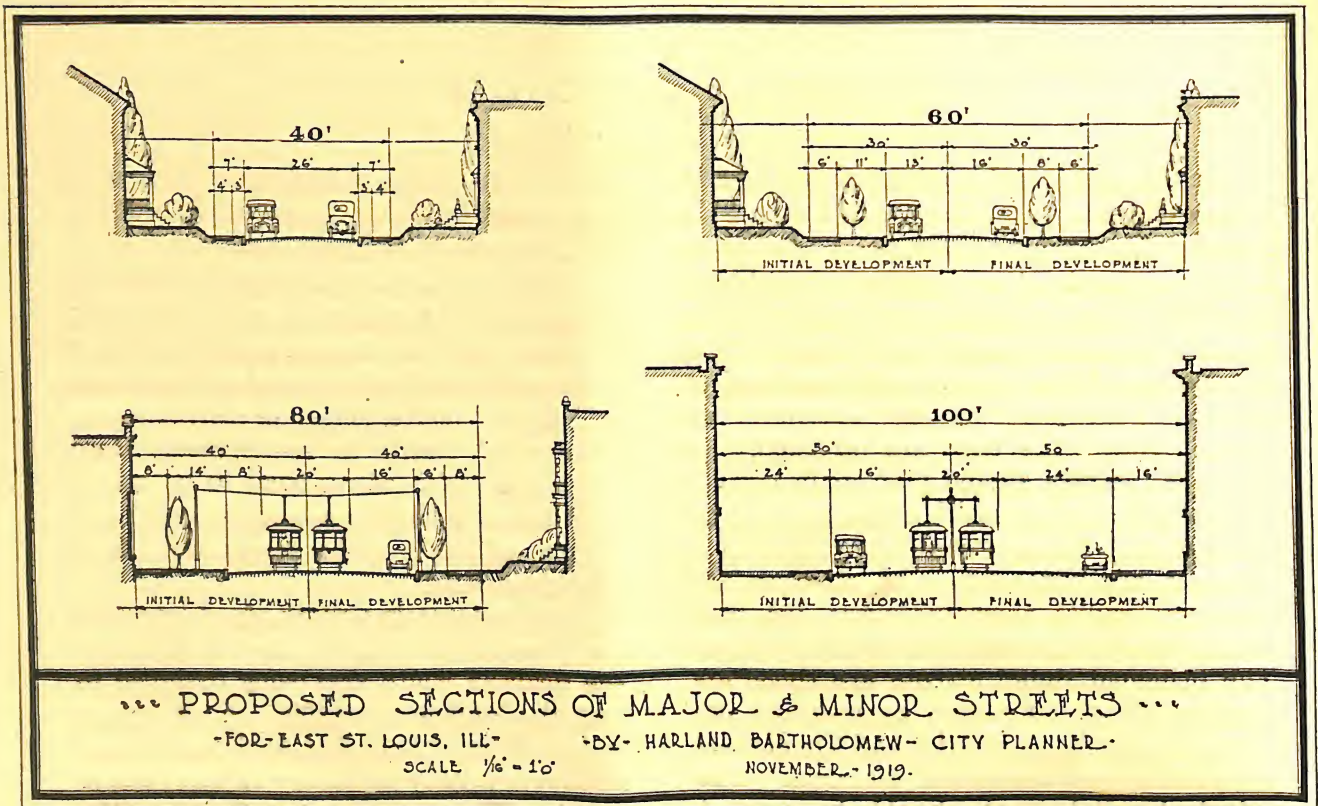
The secondary major streets should be planned with a minimum width of eighty feet, except that where no transit line is expected a width of sixty or sixty-six feet will usually suffice, unless an extraordinary volume of traffic is anticipated. Here again the width of roadway to be established should vary in accordance with the volume of traffic to be accommodated at any given time.

On minor streets a width of not less than forty nor more than sixty feet is desirable, the roadway width also being designed to suit the volume of traffic. A pavement width of twenty-six feet is desirable and all that is usually necessary on most minor streets. The accompanying diagram (No. 2) illustrates the most desirable form of future development of principal radial, secondary major, and minor streets in East St. Louis.

### The Present Street Plan

The common rectangular method of street planning has been rigidly followed in East St. Louis. An examination of the city map indicates quite clearly the different subdivisions of property, which, though following the usual rectangular plan, have failed to produce anything even resembling a uniform system of wide, direct, and properly connected main streets. An accompanying illustration (No. 3) shows all streets in the city with a present width of sixty-six feet or over. This is indeed an excellent illustration of the lack of any systematic plan for the city's growth. While in some portions of the city an excess of street width was the





Plan No. 2.—Showing initial and final development of street widths.

rule, other large sections of the city have been subdivided without a single wide street! The existence of railroads seems to have been one of the principal determining factors in locating the majority of the city's streets. Despite this great handicap, the opportunity for an adequate system is not wanting. Numerous widenings, extensions, and openings, if made as indicated upon the map accompanying this report, entitled, "Proposed Major Street Plan" (No. 1), will make possible a complete and satisfactory system.

In November, 1919, a preliminary report on the major street plan was submitted for consideration and criticism. This plan, revised in accordance with numerous valuable suggestions by individuals and organizations, is re-submitted with the hope

that it may meet with the continued support and approval of those interests concerned in its execution.

Nowhere is there shown more need for thoughtful planning in East St. Louis than in the following discussion of suggested corrections in the street plan. Any of them can now be accomplished without undue expense. Owners and developers of land in new districts should see the wisdom of so planning their land and dedicating streets as to conform with the major street plan. Such important projects as the opening of Rock Road and the widening of State Street at first may appear to be almost impossible, and yet experience in cities where such work has been done indicates that improvements of this character, made at a time when property values are





Proposed Collinsville Road grade crossing elimination. White lines show the location of the new Granite City, and Collinsville Roads and also the line of the depressed street under railroad tracks.



Vacant land north of the Relay Depot which has been reclaimed since the building of the levee but unused as yet, for want of adequate fill.

low and before numerous costly improvements interfere, will pay for themselves through increases in property values. To delay longer the improvements mentioned, together with others in the more closely built up districts, is virtually to throttle development before it is fairly started.

### Radial Street Connections

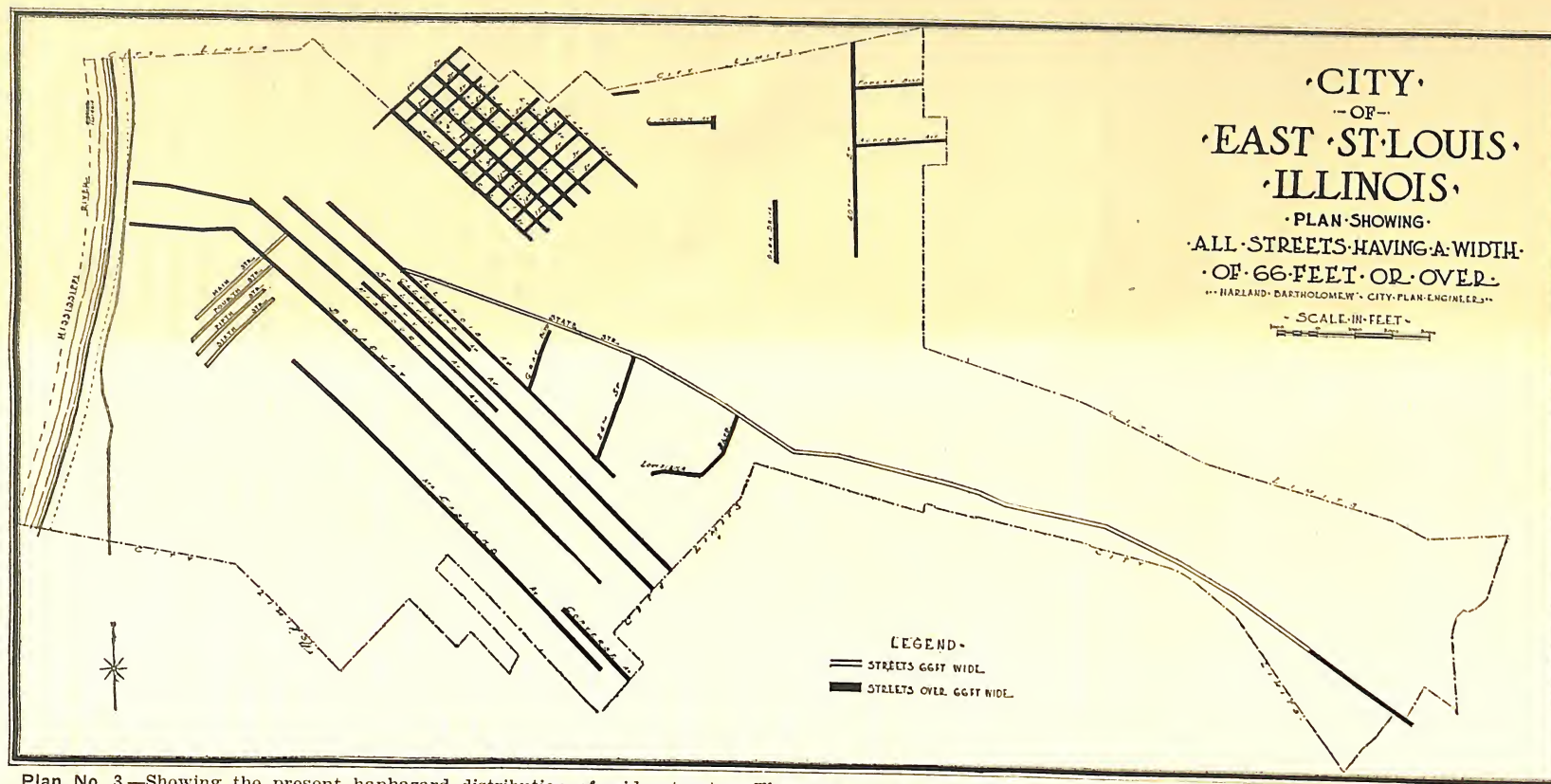
An accompanying plan (No. 5) shows the roads leading to the territory surrounding the City of East St. Louis as well as their connections within the city limits. An organic scheme for the development of the important thoroughfares seems an absolute essential to the expansion and growth of East St. Louis.

**COLLINSVILLE ROAD**, one of the most important of these radial thoroughfares, is the leading highway connection to the northern part of the State. Outside the city limits, Collinsville Road is now being paved by the State, it being one of the most important of all the roads at present being improved under the \$60,000,000 road-paving program. This thoroughfare crosses at grade the Pennsylvania (Vandalia), B. & O., V. & C., and Terminal Railroads, and is eventually lost in a maze of streets before reaching the downtown business section. An

accompanying plan (No. 4) suggests a direct connection of Collinsville Avenue in the business district with Collinsville Road by using Seventh Street north of St. Clair Avenue to Exchange Avenue, thence along the suburban right-of-way to Lake Avenue and Ninth Street, from which point the proposed route would be a northward extension of Ninth Street under the several railroads at this point—Pennsylvania (Vandalia), B. & O., V. & C., and Terminal Railroads. The new grade crossing elimination would require that Collinsville Road be extended westward from a point north of the Pennsylvania (Vandalia) Railroad right-of-way. No more important or far-reaching improvement is today before the City of East St. Louis. With such a street opening as proposed, direct access would be afforded to the business district and the Eads Bridge via Collinsville Avenue, and to the St. Louis Municipal Bridge via Tenth Street. This new street would be of great advantage to the street car company, as it would permit the several lines to the northeastern part of the city and county to reach their respective destinations directly and with but one railroad grade crossing in place of several, as at present.

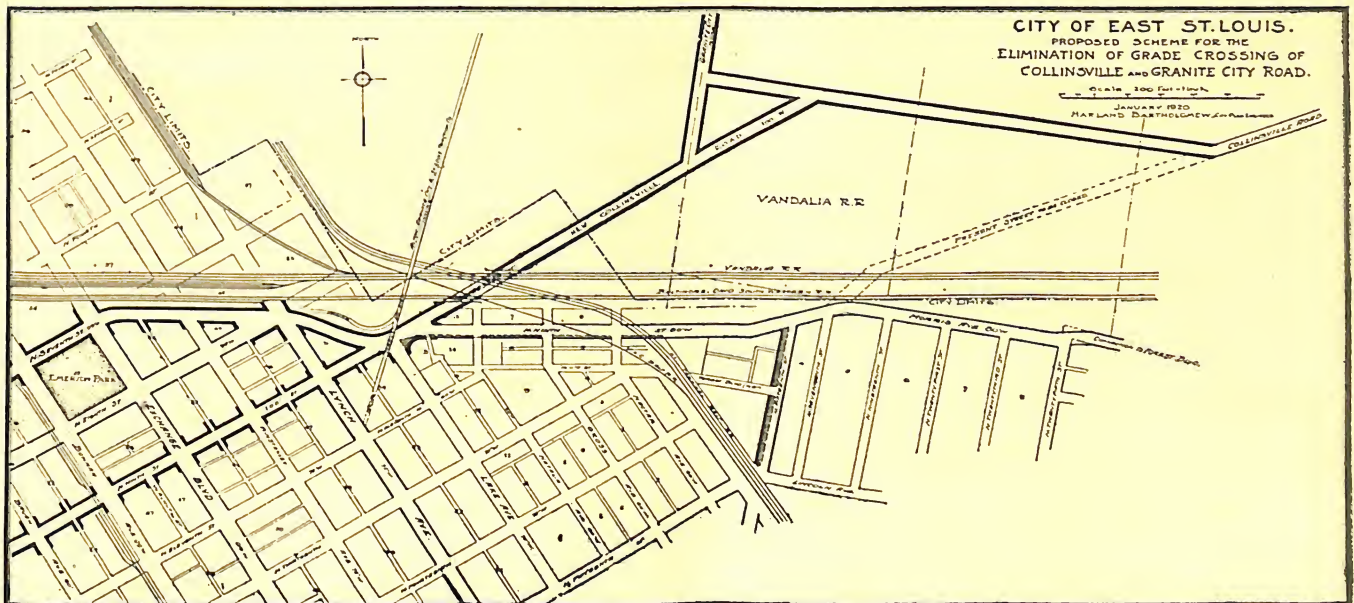
**NEW GRANITE CITY ROAD.** Another





Plan No. 3.—Showing the present haphazard distribution of wide streets. These wide streets, laid out systematically, would have formed a complete and satisfactory major street system,





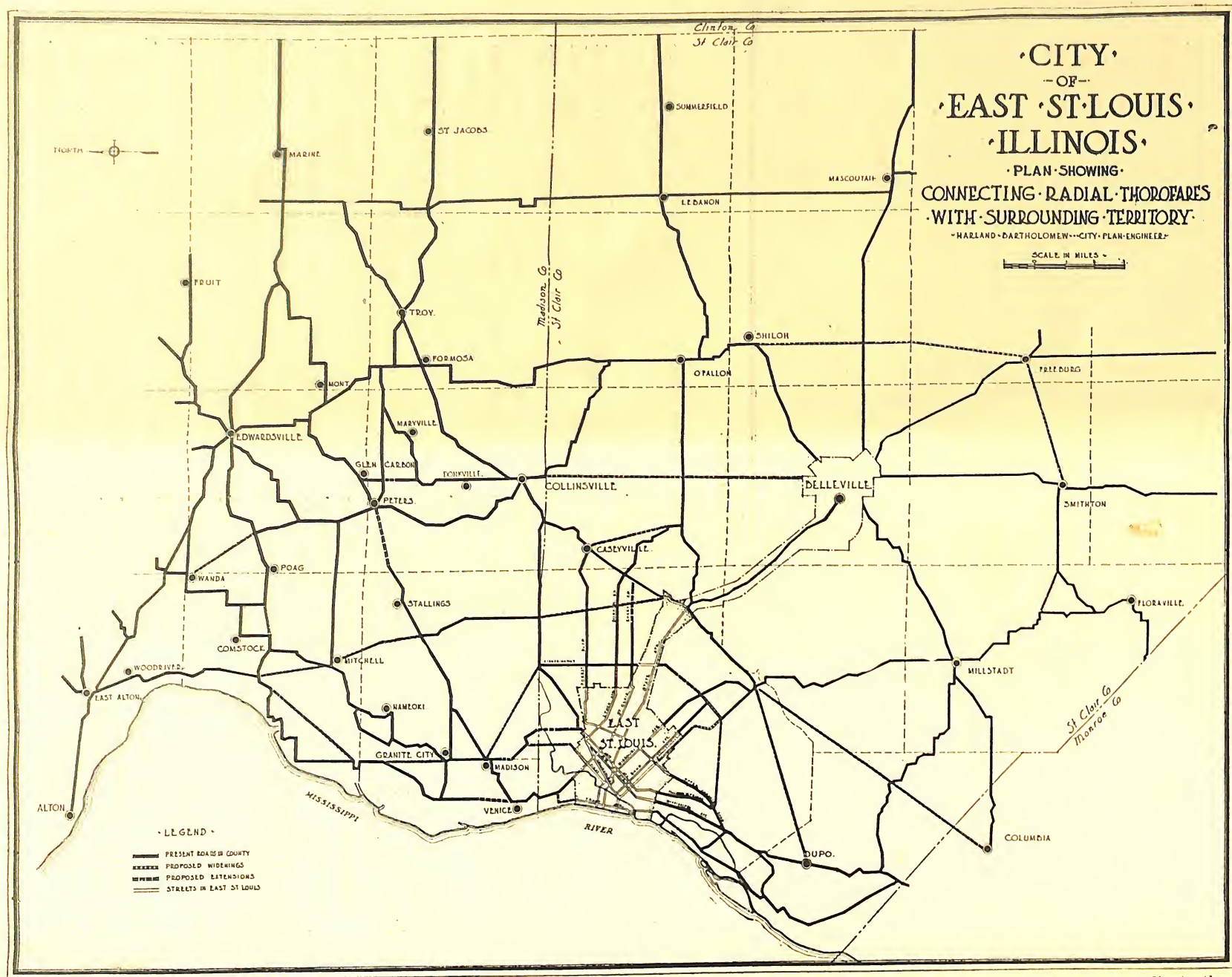
Plan No. 4.—Proposed plan for eliminating East St. Louis' most dangerous grade crossing by extending Ninth Street north-eastwardly under the railroad rights-of-way.

important improvement is to create a new road to Granite City in this same locality, extending northwardly from the intersection of the Collinsville Road and Ninth Street extension. The only present route to Granite City is over St. Clair Avenue, a tortuous, narrow traffic-way, further handicapped by numerous grade crossings. The new route would be direct, of adequate width, and practically free of grade crossings. The expense of eliminating the crossing at Ninth Street could well be borne by the railroads, inasmuch as it eliminates several danger spots and will unquestionably save them much inconvenience and expense. The cost would not be excessive and could be divided between the four railroads mentioned above.

STATE STREET is one of the most used and most important radial thoroughfares, connecting directly with Belleville and other municipalities in the central part of Illinois. Its present width is but 66 feet. It should have a width of 100 feet throughout and the trolley tracks should be in the middle of the roadway instead of at

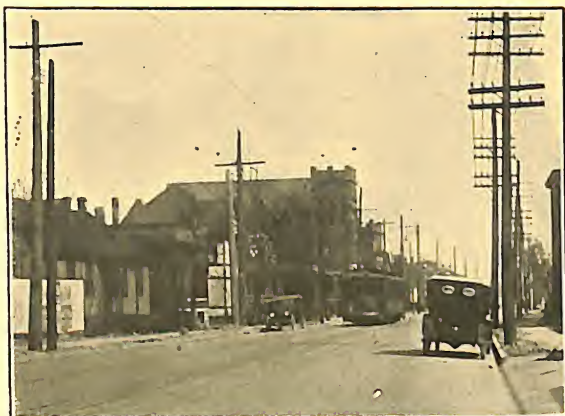
the side, as at present. State Street formerly connected directly with Broadway at Fifth Street by what was known as the Old Rock Road. Unfortunately, Rock Road was abandoned a few years ago and the street area absorbed by abutting property owners. A few industries have taken advantage of the area so relinquished and have built new buildings on the site of the old road. No great expense would be involved, however, in the reopening of Rock Road with a width of 100 feet. Plan No. 6 shows how the Rock Road should be reopened. It may seem like a large undertaking, but it would in fact be justified were its cost five times as great as that for which it can now be undertaken. An examination of the Major Street Plan will make it clear that only through opening this street can Collinsville Avenue be relieved of its present congestion. The proposed opening would afford a direct and easy outlet for all traffic using Eads Bridge and State Street, and consequently would relieve Collinsville Avenue of much vehicu-





Plan No. 5.—The lack of roads between important towns and tortuous alignment of existing roads show the need for a regional plan to co-ordinate the county road system.

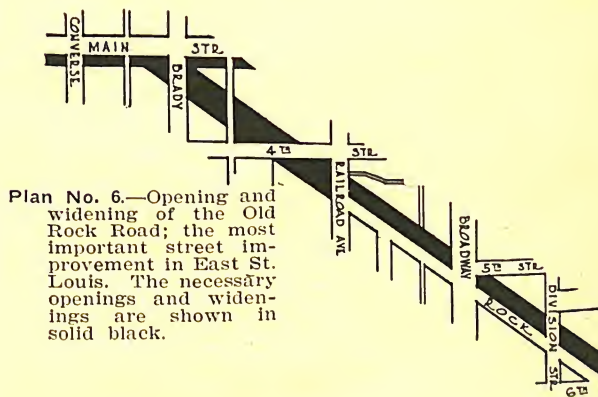




State Street east of Tenth Street. As the city develops east of the railroad belt lines at Twenty-first Street, State Street will become increasingly congested. Steps should now be taken to insure an eventual width of 100 feet.



Old Rock Road, looking north-east from Broadway, showing the general character of the present buildings to be condemned for its opening. This street was officially closed four years ago. It should be reopened at once before additional buildings prevent.



Plan No. 6.—Opening and widening of the Old Rock Road; the most important street improvement in East St. Louis. The necessary openings and widenings are shown in solid black.

lar as well as street car traffic. Moreover, among other things, it will help to spread the business district—a process greatly to be desired, although almost certain at first to be stubbornly contested by myopic interests unable or unwilling to appreciate the larger aspects of the city's growth.

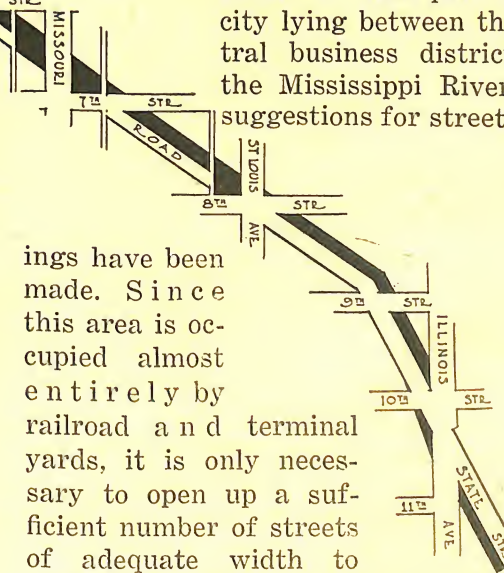
**MISSISSIPPI AVENUE.** There is but one street—Mississippi Avenue—suitably located to serve properly the great industrial development to the south and east of the city. This street now has no direct connection with the central section of the city and is consequently little used. It should have a width of at least 100 feet and be connected with Tenth Street at Piggott Avenue, as shown on the Major Street Plan.

### The Rectangular System

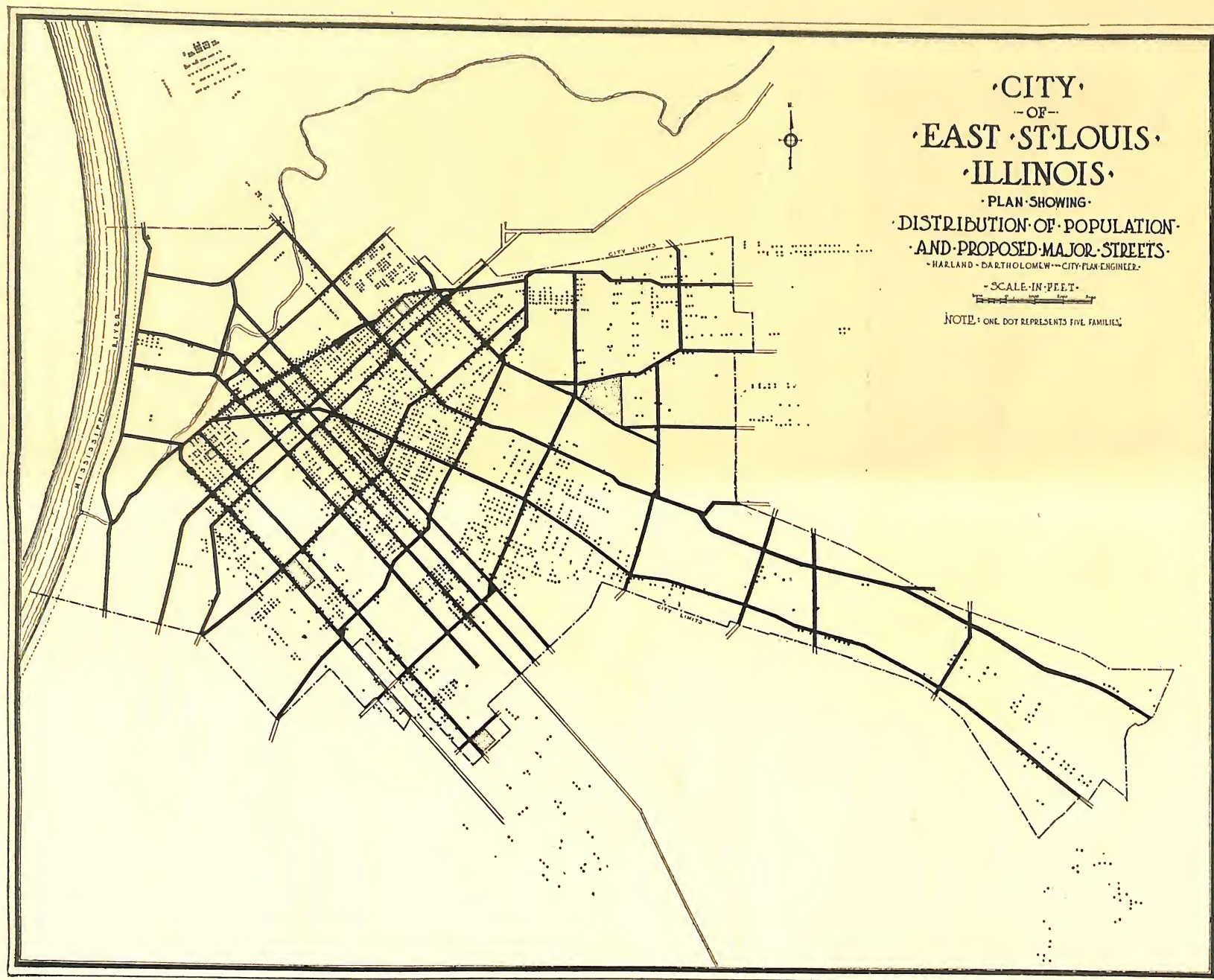
In general, it may be said that the prevailing directions of the streets in East St. Louis are northeast and southwest, and northwest and southeast. Following the generally accepted standard for the proper disposition of major streets, they should be provided at approximately one-half mile intervals and have sufficient width to accommodate the transit lines and the traffic which may be expected to come upon

them. In that part of the city lying between the central business district and the Mississippi River, few suggestions for street open-

ings have been made. Since this area is occupied almost entirely by railroad and terminal yards, it is only necessary to open up a sufficient number of streets of adequate width to serve the terminal yards and some through traffic from the north. To extend or to





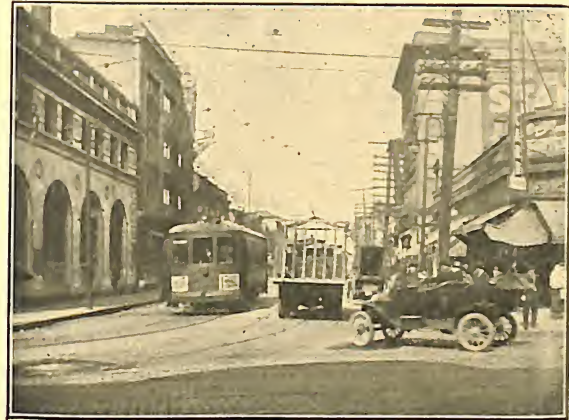


Plan No. 7.—The gradual development of the proposed major street system will serve to effect a more uniform distribution of population and its consequent economies.





A minor street with a roadway unnecessarily wide. A roadway twenty-six feet wide would have been ample and the remaining area on either side of the roadway could have been included in the parking strip between the sidewalk and curb.



Congestion on Collinsville Avenue. At present eight different car lines and a great volume of vehicular traffic use this street.

connect all the major streets in this section of the city would involve great expense and would accomplish no serviceable purpose. To be sure, more streets are needed near the river front, but the openings and widenings suggested will meet the needs for many years.

FRONT STREET is the only river front street; it extends for a short distance only between Winter Avenue and Trendley Avenue. Its width should be increased from 60 feet to 100 feet and it should be extended, with a width of 100 feet, to the north and east, parallel to the east side of the levee, to a connection with St. Clair Avenue. It should also be extended to the south as shown on the Major Street Plan, thus creating a most necessary river front street which would incidentally afford a more or less direct connection with the roads leading from points as far north as Alton and as far south as Columbia.

BROOKLYN AVENUE now has a width of 50 feet; it should be widened to 80 feet and should be connected with the proposed street over Cahokia Creek Diversion.

A STREET OVER CAHOKIA CREEK DIVERSION, 80 feet wide, has been proposed, between St. Clair Avenue (south of Spring Avenue) and Front Street at Win-

ter Avenue when the proposed improvement of Cahokia Creek is made. The need of such a street can be readily appreciated by examining the Major Street Plan. While serving vast areas of railroad properties, it affords at the same time a connection between Front Street, St. Clair Avenue, and the Stock Yards. Its connection with Brooklyn Avenue Extension also offers a direct connection between the Stock Yards district and the Eads Bridge, an improvement much to be desired.

FIRST STREET should be opened to a width of 80 feet and should be connected with Broadway by means of a viaduct. This also affords direct outlet for the traffic using the Eads Bridge and having its origin or destination in the Stock Yards district.

MAIN STREET should be widened from 60 to 100 feet and connected with Collinsville Avenue at Broadway. The present jog at Main and Broadway should be removed. It should also be opened on the south between Trendley Avenue and Front Street, to permit free circulation of traffic.

COLLINSVILLE AVENUE is one of the most important business streets in East St. Louis and bears a double-track street car line. Its present width of 60





Broadway and Collinsville Avenue. All car lines to and from St. Louis pass this intersection. The opening of the Old Rock Road would greatly relieve the congestion at this corner.



A dangerous jog at 19th and State Streets which should be eliminated.

feet between Broadway and St. Clair Avenue is wholly inadequate; from a city planning standpoint it should unquestionably be widened to at least 100 feet. Due to the substantial character of some of the present buildings fronting on this street, however, it would be impracticable from a financial standpoint to recommend an immediate widening. The present congestion on Collinsville Avenue certainly demands immediate relief, but this can be accomplished by diverting the excess traffic through the opening of such other streets as Brooklyn Avenue on the west and Rock Road on the east. The widening of Collinsville Avenue may prove desirable as an ultimate improvement, but the opening of the Old Rock Road and Brooklyn Avenue is the wiser immediate solution. These openings would bring about an important readjustment of traffic circulation. Not only would Collinsville Avenue be considerably relieved but, as has been brought out elsewhere, the changes would also tend to spread the business district, a process which certainly should be anticipated in a city growing as rapidly as East St. Louis.

EIGHTH STREET, at present 60 and 99 feet wide between Piggott Avenue and

Lynch Avenue, is of sufficient width, since it is not expected that there will be a car line on this street.

TENTH STREET connects with Falling Springs Avenue and Mississippi Avenue, two of the main roads leading south to Dupo, Columbia, and surrounding territory. It now has a width of 60 feet between Baker Avenue and St. Clair Avenue, and at certain intervals carries double-track car lines. Because of the great amount of traffic to be accommodated on this street to and from the St. Louis Municipal Bridge, it is essential that Tenth Street be widened to 100 feet. It should also connect on the north with Collinsville Road via Ninth Street, which should also be widened to 100 feet between St. Clair Avenue and Lake Avenue, thence to a new road as shown on the Major Street Plan. The present jog at St. Clair Avenue and Tenth Street should be corrected.

FIFTEENTH, COLUMBIA, AND WASHINGTON STREETS. By widening, opening, and connecting these streets, a circumferential street 80 feet wide could be created from Falling Springs Avenue on the south to Morris Avenue on the north, as shown on the Major Street Plan.





Illinois Avenue, with proper tree planting, establishment of set-back lines and the removal of poles could be made a very attractive street.

**TWENTIETH STREET, GRAY BOULEVARD, AND NINETEENTH STREET.** The present width of Twentieth Street, Gray Boulevard, and Nineteenth Street is insufficient. These streets should be made into a continuous thoroughfare 80 feet wide between Piggott and Lincoln Avenues. The necessary widenings and openings are shown on the Major Street Plan.

**TWENTY-FIFTH AND TWENTY-SIXTH STREETS.** The connection of these two streets at Illinois Avenue by means of a cut-off and the opening of new streets between Broadway and Bond Avenue, and between the City Limits and upper Cahokia Road, will create a direct crosstown street between upper Cahokia Road on the south and Morris Avenue on the north. This will be one of the best crosstown streets and, since it should in time carry a transit line, a width of 80 feet should be provided throughout.

**THIRTY-FIFTH, THIRTY-SEVENTH, THIRTY-EIGHTH, AND FORTIETH STREETS.** These streets should be widened and connected to make a continuous thoroughfare, 80 feet wide, as shown on the Major Street Plan. Thirty-fifth Street should be extended south to connect with Mousette Lane extension, Fortieth Street should be extended north to connect with



St. Clair Avenue at Stock Yards; this street should be widened to 100 feet and the car tracks located in the center of the roadway instead of at one side as at present.

the Collinsville Road via Vandalia Avenue. The present jog at St. Clair Avenue should be eliminated.

**BENNETT, PARKER, AND FIFTY-FIRST STREETS.** Bennett Street should be widened to 80 feet south of Converse Avenue and connected on the north with Parker Street and Fifty-first Street, which are combined major streets and boulevards. (See Boulevard Plan No. 10.)

**KINGSHIGHWAY AND MOUSETTE LANE.** The present location of these streets offers an excellent opportunity to create—by connecting, widening, and extending—a direct circumferential street approximately thirteen miles long between the City of Madison on the north and Falling Springs Avenue on the south. Because of its advantageous location—intersecting all east and west radial thoroughfares—it seems logical to presume that at some future time this street will have a car line. Consequently it should have a minimum width of not less than 80 feet for its entire length. (See Boulevard Plan No. 10 for width between Alton & Southern Railroad and Washington Park Boulevard.)

**SEVENTY-FIRST STREET** should be widened to 80 feet and extended northwardly to Collinsville Road and southward-





St. Clair Avenue, looking east, showing the dangerous jog at Tenth Street and the narrow roadway. Note the unsightly telegraph poles.

ly to Grand Boulevard, as indicated on the Major Street Plan.

**PIGGOTT, TRENDLEY, AND CENTRAL AVENUES.** These streets should be widened to a uniform width of 100 feet and connected as shown on the Major Street Plan. It has been proposed to connect Central Avenue with the Millstadt Road east of Mousette Lane, which will afford a direct route to Millstadt and surrounding territory.

**BOND AVENUE** has a width of 60 feet between Main Street and Mousette Lane. Its present width is inadequate as it now accommodates a double-track car line. It should be widened to at least 80 feet and the jog at Tenth Street should be removed.

**BROADWAY, MISSOURI, AND ST. LOUIS AVENUES.** These streets are now important thoroughfares and will continue as such, their present width of 80 feet being sufficient because of their close proximity. (For development of St. Louis Avenue see Boulevard Plan No. 10.)

**ILLINOIS AVENUE** is another important thoroughfare having a sufficient width of 80 feet between Collinsville Avenue and the eastern City Limits. It should be extended to the east as shown on the Major Street Plan.

**ST. CLAIR AVENUE, ROCKY ROAD, AND SUMMIT AVENUE.** St. Clair Avenue now has a width of 104 feet between First and Tenth Streets, which is sufficient. It should have a width of 100 feet west of First Street and also between Tenth and Forty-fourth Streets. Rocky Road and Summit Avenue should have a uniform width of 80 feet and should be connected with St. Clair Avenue. The necessary widenings and connections are shown on the Major Street Plan.

**LYNCH AVENUE** now has a sufficient width of 75 feet between Eighth Street and Seventeenth Street. East of Seventeenth Street it should be widened uniformly to 80 feet and connected with Richee Avenue between Park Drive and Thirty-seventh Street. Richee Avenue and Hackman Avenue should be widened to 80 feet between Thirty-seventh Street and Kingshighway and should be connected with Bumkum Road. Lynch Avenue should also be extended to the northeast from Eighth Street with a width of 80 feet.

**CASEYVILLE AVENUE** should be widened to 80 feet east of Lynch Avenue and extended as shown on the Major Street Plan. The present jog at Twenty-first Street should be eliminated.

**FOREST BOULEVARD AND MORRIS AVENUE.** Forest Boulevard is an important boulevard thoroughfare affording direct connection with Caseyville. It is of sufficient width east of Fortieth Street but should be widened to 80 feet west of Fortieth Street and connected with Monroe Avenue, Morris Avenue, and Collinsville Road, which should also be widened to 80 feet as shown on the Major Street Plan.

**NEW STREETS.** All new streets and extensions shown on the Major Street Plan and not mentioned above should have a width of at least 80 feet.



## PUBLIC RECREATION

In January, 1920, there was presented a report on public recreation for consideration and criticism. On the basis of suggestions made by the Park Board, by members of the War Civics Committee, and by others, the plan then presented has been revised and is herewith re-submitted with the hope that it will receive the support necessary for its accomplishment.

### Types of Recreation Facilities

There are five types of public recreation facilities that should be provided by the city. These are community centers, playgrounds for children, neighborhood parks, large parks, and boulevards. The proper method of creating and administering public recreation facilities of the five types mentioned would be through a central agency with authority to acquire, through purchase or condemnation, the necessary properties, develop them in a fitting manner, and administer them in accordance with some comprehensive plan. East St. Louis is fortunate in having created a park board with ample authority and at least a fair measure of ability to raise money for the acquisition and development of these various forms of public recreation grounds, and with also the requisite power and the opportunity for their proper administration.

This report will deal with these five forms of service insofar as they have been provided, or should be provided, in East St. Louis, and with the functions of each form of service in the community life. Were we to deal with the present area within the city limits or with an immediately contiguous area as an entirely undeveloped site for a city, our plans would probably provide for a more ideal system

than is herewith proposed. The present problem, however, is one of providing certain areas, already built up, with adequate forms of public recreation, even though those areas may be improperly located; and at the same time of anticipating an expansion of the city's area, and especially the housing areas, so that money spent on the public recreation facilities shall supply immediate public demands so far as practically possible and at the same time anticipate the needs of the future. In dealing with the several forms of public recreation service, the city planner considers them much in the fashion that one would consider other forms of public utilities such as sewers or water supply. From the city planning standpoint, the locations of public recreation facilities are to be determined more or less in accordance with the law of supply and demand, present and future, taking into consideration such incidental questions as unique opportunities, available areas, and the like. There necessarily must be a limit to the amount that can be expended for public recreation facilities and here, more than in any other form of public service, future needs must very clearly be taken into account in order that the areas necessary for the future may be acquired in anticipation of the time when increased land values will make the acquisition of such areas prohibitive.

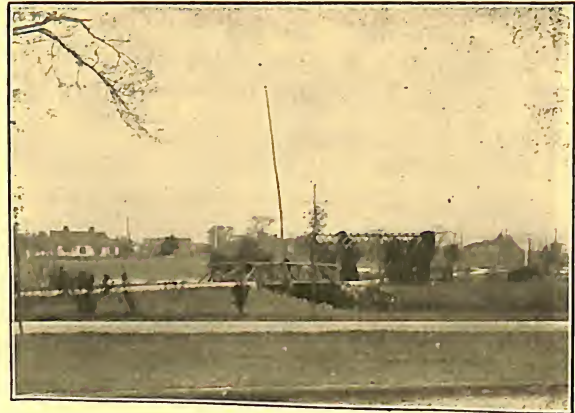
### Community Centers

The community center is an integral and essential part of any well-organized system of recreation. It serves as the only practical means by which the recreational and educational authorities can co-operate directly with the people for the purpose of improving the social welfare and unifying the common interests of a community.





New Catholic Community Building erected by the National Catholic War Council at the request of the War Civics Committee.



A View in Emerson Park.

Because of the number of buildings required and the large amount of equipment necessary for a complete system of community centers, it would be financially impossible in most cities to establish centers and construct buildings solely for community work. It therefore becomes necessary to use public or semi-public buildings that are available and can best be adapted to that purpose.

Modern public school buildings usually have nearly all the necessary facilities required for community work and are being used extensively throughout the country for community purposes. Advantages to be obtained by using public school buildings as community centers are:

1. They are, or should be, well located in relation to the density and distribution of population.
2. They are usually idle during the hours needed for community work.
3. They are vested with a sense of common ownership and educational environment.

Obviously, therefore, the public school buildings can well be adapted to the needs of community work.

Community work may often be conducted in churches, libraries, Y. M. C. A.'s, and

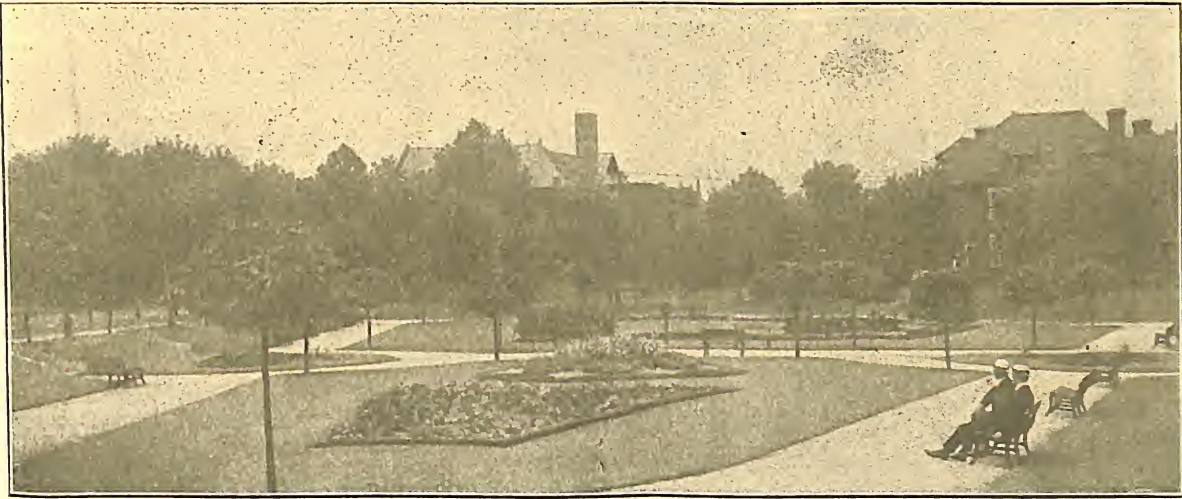
the like, but there should be centralized control of all such activities in order that the majority of the population will be adequately, economically, and efficiently served.

The activities of a community center are numerous and diversified. A well-proportioned program should furnish amusement, recreation, and education to people of all ages for a greater portion of the entire year, but more especially during the winter months. Some of the functions of a well-organized community center are: an opportunity for neighbors to become acquainted; an opportunity for citizens to discuss important community problems; a place to discuss current political topics; a public lecture course; indoor recreation of all forms; an employment center; a branch library; and a public health center.

### Community Centers in East St. Louis

No organized attempt to furnish an adequate number of public community centers for East St. Louis has been made. So recent has been the development of the community center idea that East St. Louis, like most other cities, has failed to appreciate the necessity and desirability of creating sufficient community centers to meet





Sunken Garden at the intersection of Summit Avenue and Pennsylvania Avenue at 14th Street, an excellent treatment of a diagonal street intersection.

what may be considered the natural demand for recreation facilities of this type. The need for community centers has been recognized, however, and centers have been opened and conducted through the aid of the War Civics Committee in the following buildings: Y. M. C. A., Colored Y. M. C. A., Y. W. C. A., Colored Y. W. C. A., Catholic Community House and Center, and Neighborhood House. The Park Board and the Board of Education should co-operate in producing an adequate number of well-equipped community centers. Here, as in most other cities, the establishment of new buildings solely for community center use is practically prohibitive from the standpoint of expense. The new Catholic community center building now being erected at Fifth Street and St. Louis Avenue at a cost of \$225,000, is a splendid example of what a community center should be, but only a few such structures will be possible. Through the co-operation of the Park Board and the Board of Education, community centers could be established in numerous public schools and the opportunity for ample and wholesome recreation facilities of the most desirable form would thus

be created. Within a few years the cost of these centers would be more than justified and, without question, public opinion would demand not merely their continuance but their enlargement and the probable establishment of other centers. With proper administration these community centers may be made very nearly self-supporting.

The locations of the public schools will permit of a more or less correct distribution of community center activities, though not all the present public school buildings can be so used. Were these centers to be established in the school buildings, the order of their establishment could well be as follows: Franklin School, Webster School, High School, Froebel School, Emerson School, Lincoln School (colored), Monroe School, Jefferson School, Saint Elizabeth School, Alta Sita School, McKinley School (colored).

### Playgrounds

The playground facilities in East St. Louis are wholly inadequate. An area of approximately two square miles in the heart of the city, where the density of population is greatest, is entirely without





Bird's Eye View of Franklin Park.

playground facilities. This condition can be attributed largely to two causes, viz., the limited funds with which the Park Board has been operating and the high value of land in that section of the city.

The East St. Louis Park Board since its inception in 1908 has developed and is now conducting three playgrounds and one athletic field. It has also acquired several parcels of land for new playgrounds. The establishment of the playground at Thirteenth and Winstanley by the War Civics Committee makes a total of four equipped playgrounds in East St. Louis. While these playgrounds have admirably served a small population, they are much too small to be used as extensively as they should be. Experience has proved that at least one and one-half acres, preferably two acres, are needed for a well-equipped playground.

The need of playgrounds in East St. Louis, particularly in the more densely populated districts, is well shown by an accompanying plan (No. 8). The distribution of the school population is indicated by dots. The districts where playgrounds are most needed can be readily determined by the density of the dots. The areas served by the present playgrounds are shown on the map and certain other areas

unserved by playgrounds and having a maximum number of children have been selected as the areas wherein new playgrounds should be established. Fourteen new playground districts were thus selected, of which eight are within the built-up area of the city west of the Inner Belt Line and north of the Southern Railroad. There is a sufficient number of school children today within the confines of each of these fourteen separate districts to warrant the establishment of a playground in each. As new playgrounds are established, they should be located within the boundaries of the playground districts here determined, each successive location being chosen where the school population is densest. It will, of course, take a considerable expenditure of money to acquire adequate areas and equip a playground within each of these fourteen districts, but as funds become available such areas may be acquired and developed to the greatest advantage, since in these districts will come the greatest density of population and hence the greatest need for the playgrounds.

No attempt has been made to recommend playgrounds in sparsely populated districts. It is urgently recommended, however, that the Board of Education acquire, wherever possible, at least two acres of land adjacent to the school buildings in such districts before the price of land becomes prohibitive; this move to be in anticipation of the ultimate establishment of playgrounds in connection with all the schools. To a large extent such a procedure will obviate the necessity of separate purchases for playgrounds.

### Play in Schools

Undoubtedly the best results in play, for children between the ages of six and fourteen years, can be obtained by having the playgrounds adjacent to the schools or a part of the school site. This would en-





Jones Park Swimming Pool, one of the largest out-door swimming pools in America.

able the school board to make play periods a part of the school curriculum. Having the children formed into classes of approximately the same age and having a regular attendance afford an opportunity for a well-regulated system of organized play that could be obtained in no other way.

### Neighborhood Parks

The function of a neighborhood park is to provide a suitable and convenient resting-place for adults and for children at such times during the day or evening when time or expense would prevent them from going to the larger and less easily accessible parks. The neighborhood park should be so designed as to be suggestive of open country, a place where people for a brief period may enjoy a wholesome outdoor environment away from the traffic, the noise, and even the suggestion of closely-built-up city streets.

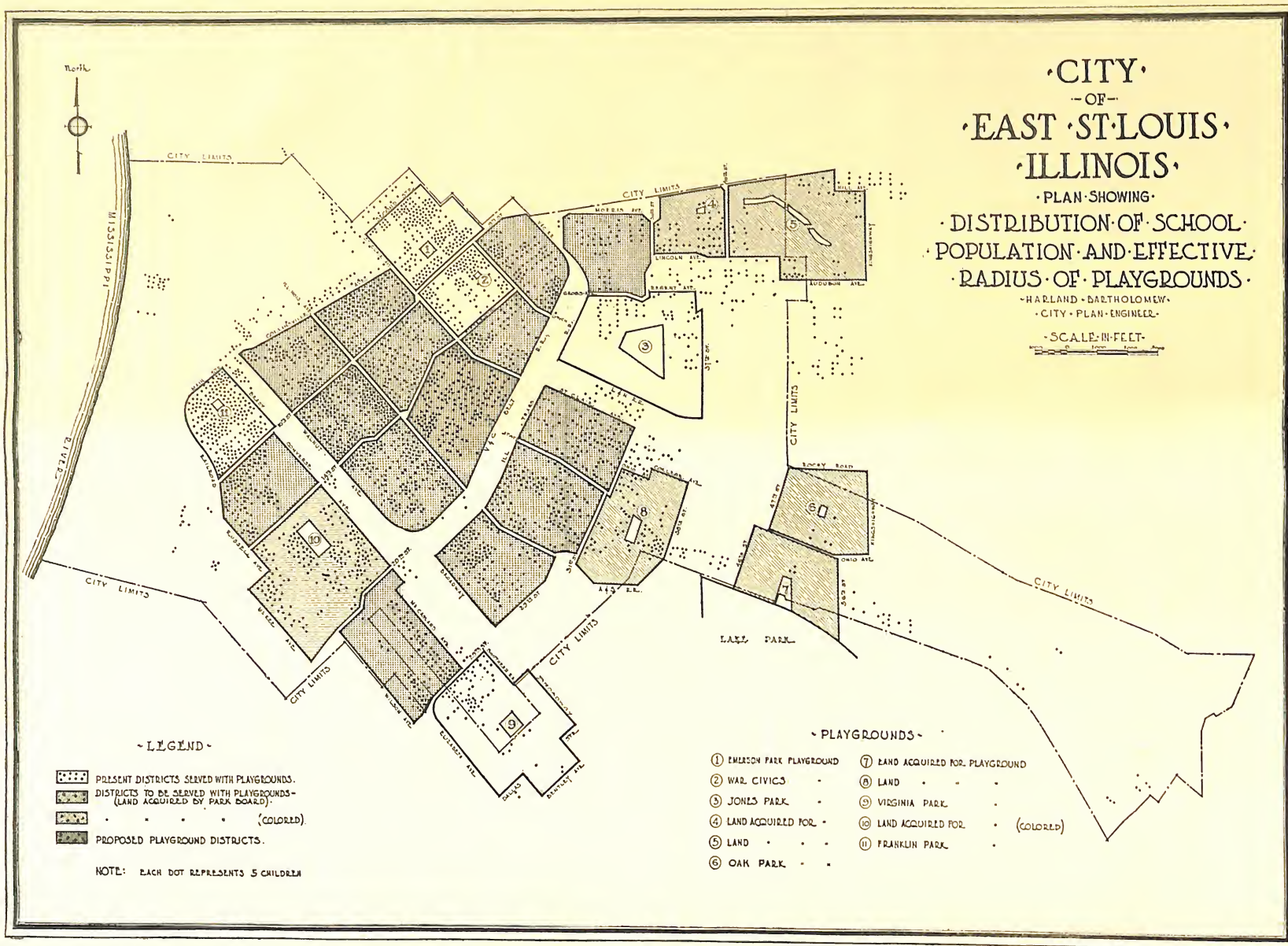
Neighborhood parks should have an area of twenty-five acres as a minimum. Often such parks contain not more than ten

acres. Where the area is less than twenty-five acres it will not admit of anything more than walks, resting-places, and some slight landscape treatment. Where areas greater than twenty-five acres exist it is possible to provide playgrounds, game fields, and opportunities for recreation different from the other recreational features of such a park. The playgrounds for the children, whose mothers may wish to take advantage of a brief period during the day in the neighborhood park, as well as the opportunity for recreation for older children or adults, are particularly desirable within the confines of a neighborhood park when, as is most often the case, there are no nearby large city parks with similar facilities.

### Neighborhood Parks in East St. Louis

Jones Park in East St. Louis is a good example of a genuine neighborhood park. Its recreational facilities have been somewhat over-developed considering the size of the park and its usefulness for purely





Plan No. 8.—Showing the boundaries of present and proposed playground districts. Each proposed district should be served by a playground of not less than one and one-half acres, centrally located in the district,

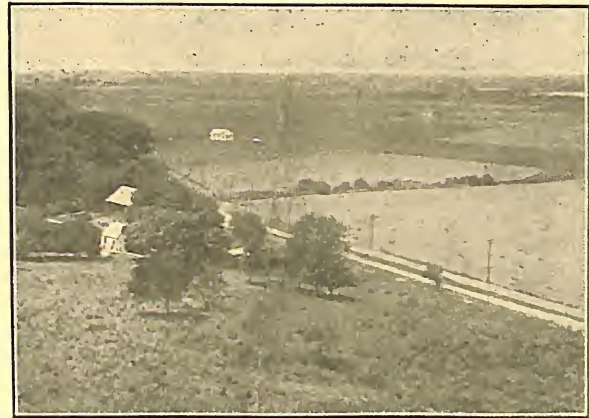


neighborhood recreation. This use of Jones Park has been the natural outgrowth of the lack of other public parks wherein such facilities could be provided. The gradual development of a well-rounded recreation plan will probably relieve Jones Park of its over-abundance of recreational provisions. Some additional developments within the park are needed, such as a bridge over the lagoon and a more dignified main entrance at Twenty-sixth Street and Lynch Avenue. These are matters of detail, however, which will come within the course of time and have no relation to the development of the recreational system as a whole.

There are three small parks—Franklin, Emerson, and Virginia—ranging in size from one and one-half to two and one-half acres. They are too small to be considered as genuine neighborhood parks, although the lack of other areas virtually renders their use that of neighborhood parks, even though greatly deficient. Each of these parks should be increased to a minimum size of ten acres as time and occasion may permit.

Washington Park, Oak Park, and the three areas recently acquired for park purposes at the entrance to Lake Park on State Street, the blocks bounded by Fifteenth Street, Piggott Avenue, Sixteenth Street and Bond Avenue, and the old St. Peter's Cemetery on State Street might be considered as additional neighborhood parks, though here again the individual area of each is decidedly insufficient for their proper development as neighborhood parks.

Plan No. 9 shows the present distribution of population in East St. Louis and the areas that will be served by the neighborhood parks that already exist or for which land has been acquired as noted above. An examination of this map indicates that these parks have not been located so as to



A commanding view! Looking south-west from the proposed park on the bluffs.

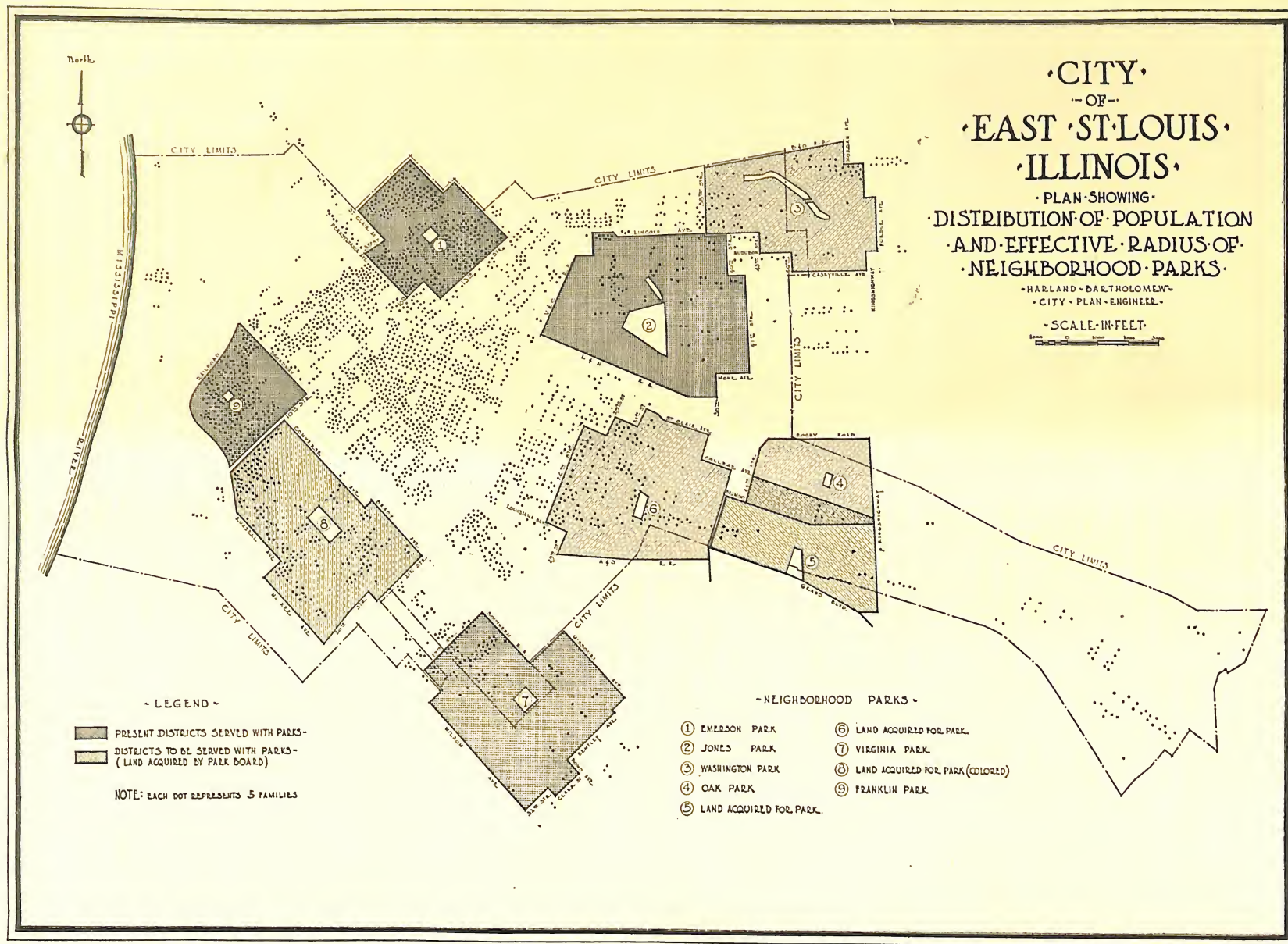
serve the great majority of the population now within the city limits. As the city grows, these neighborhood parks must become more and more useful, which is ample justification for increasing their areas previous to the advent of dense population about them, when land values will increase to such a figure that increase in area is prohibitive.

Further study of this map indicates the desirability of locating at least three neighborhood parks within the district north of Broadway, east of the Belt Line (Twenty-first Street) and south of St. Clair Avenue. The present density of population and the high land values make the provision of neighborhood parks within this area exceedingly costly and difficult. The neighborhood park is a factor in reducing social problems within the community though, and the expense of providing neighborhood park facilities in this more congested section of the city, where undoubtedly continual increased congestion is certain to occur, will more than offset the economic burden of social evils arising from lack of recreation facilities.

### Large Park and Boulevard System

The development of a complete system





Plan No. 9.—Dark shaded areas indicate the districts served by present parks—light shaded areas designate the districts to be served by parks for which land has been acquired. The effective radius of a neighborhood park is approximately one-half mile. Note the lack of recreational facilities in the central part of the city where the density of population is greatest.





A distant survey of the great American Bottom from the proposed park on the bluffs.



A picturesque scene in the proposed large park on top of the bluffs.

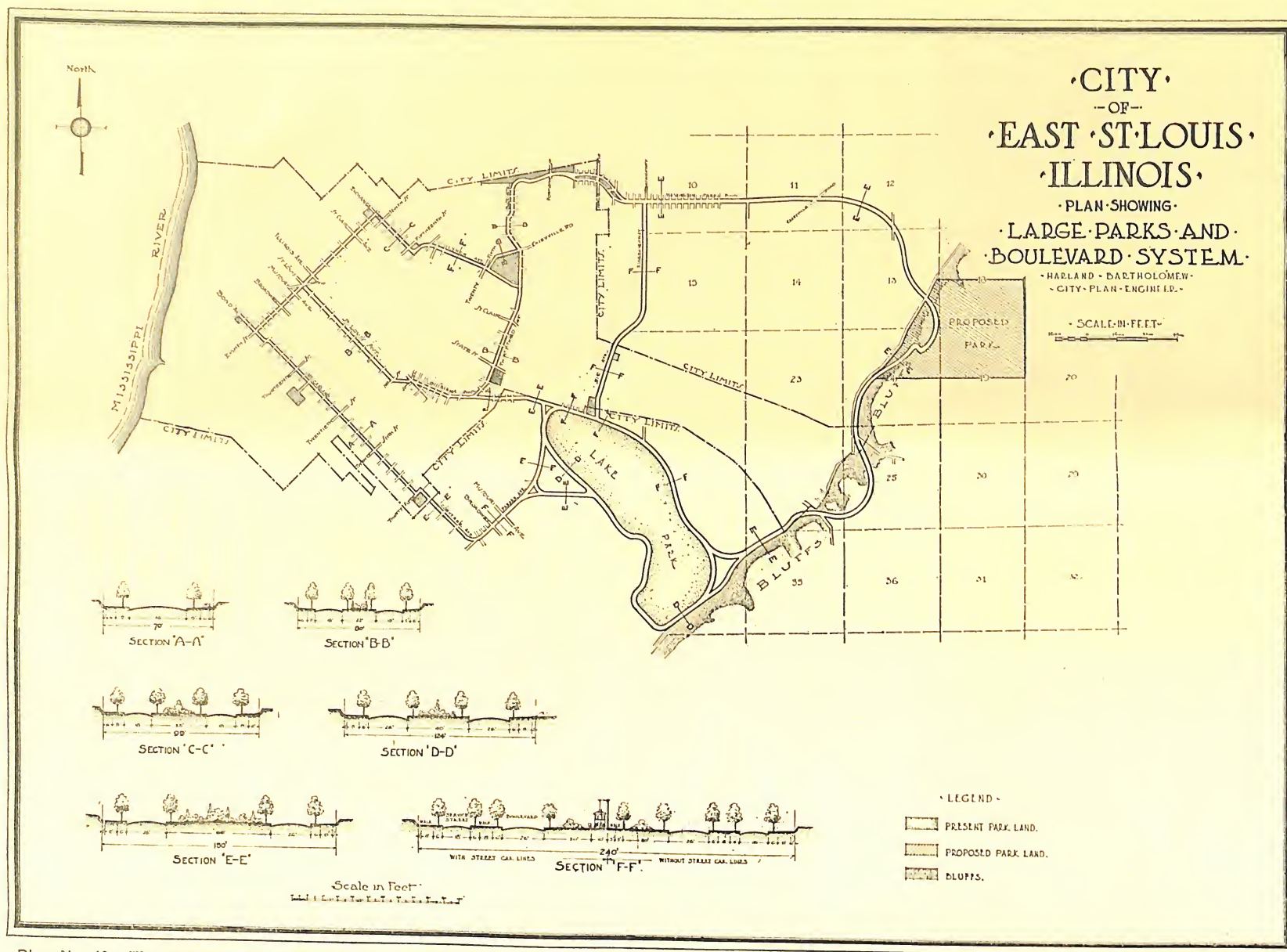
of large parks, with boulevards connecting these parks with each other and with the more important residential areas as well as with the downtown commercial center, is a desirable feature of a complete public recreation system, though more or less difficult of accomplishment. Washington, D. C., Chicago, Minneapolis, Kansas City, and Omaha are about the only American cities which have made any considerable advance in the ultimate development of such a large park and boulevard system. Failure of similar accomplishments in other cities, both large and small, has been due either to the lack of a definite plan, through failure to realize the desirability as well as the economic advantage of such a system, or through failure to secure funds for the acquisition of adequate areas at a time when acquisition would have been inexpensive.

East St. Louis is still in the initial stages of its growth. Fortunately, such growth as has occurred will not make impossible the development of an adequate and excellent system of large parks and boulevards. The acquisition of Lake Park, containing 1125 acres, is a splendid step in anticipation of future growth, probably unequalled in any other small American city. Even

though there are no funds available now for the development of this park, it was exceedingly wise to secure possession of the great area for development when time and money will permit. Within Lake Park are excellent opportunities for the construction of bathing beaches, ball grounds, tennis courts, golf courses and other game fields. Through exercise of this same foresight the Park Board should soon extend the limits of the park district so as to acquire or at least control a large portion of the very attractive bluffs to the east, some of which now lie within the city limits. These bluffs will be unsuited for either residential or industrial use and will serve as a most attractive park area if acquired before they become spoiled through use for disposal of refuse. A suggestion for another large park on the bluffs is shown on Plan No. 10 accompanying this report.

On Plan No. 10 is shown a suggestion for a boulevard system connecting the large parks with all sections of the city, including the business district. It will be seen that the proposed boulevards traverse the very attractive bluff in the eastern part of the city and also connect practically all the existing small parks such as Jones, Virginia, Emerson, and Franklin.





Plan No. 10.—The proposed boulevard system connects all present and proposed parks. The development of the individual boulevards is shown by the various sections. Note section lines on plan e. g., E-E.





Eighth Street, looking north from Illinois Avenue, is designated as part of the Boulevard System. The poles and wires should be removed and suitable street trees planted.



Kingshighway, looking south from Forest Boulevard—an exceptionally good opportunity to develop the proposed boulevard.

There are three proposed boulevard approaches to the business district, viz.: McCasland Avenue, St. Louis Avenue, Lynch and Exchange Avenues. Eighth Street is used as the line of the boulevard system in the business district. The proposed system is composed of a series of loops comprising an approximate total of thirty miles. A considerable variety of treatment for these various boulevards is recommended, primarily for purposes of economy. A genuine boulevard should have a width of not less than 150 feet, should have all commercial traffic excluded from it, and, as far as possible, business structures should not be permitted along its length. With proper planting of trees and shrubbery, agreeable and attractive promenades and drives would be created suggestive of the same amenities that could be found within the parks to which the boulevards lead. In recent years the term boulevard has been used in an extremely loose sense. In some cities, and unfortunately in East St. Louis, streets of not more than 60 feet in width with no particular boulevard characteristics have nevertheless been called boulevards. This has been most unfortunate, and an effort should be made by the Park Board to cor-

rect the false impression that has thus been created.

There are two distinct types of treatment suggested in the boulevard system here proposed. Where new boulevards will be created in the eastern part of the city widths of not less than 150 feet have been suggested. In the western part of the city where boulevards have to be made of existing streets, whose widening for aesthetic purposes only would be expensive and difficult, it is suggested that commercial traffic be excluded and that these thoroughfares—Lynch, Exchange, Eighth, St. Louis, McCasland, and Converse—be placed under the control of the Park Board. They would not be boulevards in the true sense of the word, but through planting of trees and shrubbery, by the exclusion of commercial traffic, and eventually, if a building zone plan be adopted, by being largely given over to residential use, with trolley lines removed and with substantial noiseless pavements laid, they would sooner or later develop into streets having at least a suggestion of the boulevard type.

In a number of cases the boulevard system here proposed involves the opening of new rights-of-way, but it is confidently believed that all such recommendations are



not insurmountably difficult and in fact can be accomplished with comparatively little trouble or expense. It has been the aim, where possible, to use what have been designated as major streets only for short distances and this only to permit the elimination of railroad crossings in order again to avoid unnecessary expense.

Boulevards are often considered unnecessary and costly extravagances. Actually, they can be made to be of financial benefit to a community through the creation of

much better residential properties, through stabilization of existing residential districts, through the creation of adequate routes of travel for the lighter classes of traffic, and through the consequent desirable separation of light and heavy traffic movement within the city. The suggestions for a system here offered are practical and easy of accomplishment; in the course of a few years the execution of the plan would many times offset and amply justify its cost.



## TRANSIT

How great a determining factor transit becomes in the growth of a city is best illustrated by Plans Nos. 11 and 13, showing the present routing of car lines, distribution of population, and time zones. From these it is to be seen that practically the entire population of the city lives within an area which can be reached in twenty minutes from Main and Broadway, while there is a relatively negligible proportion of the population which lives more than one-half mile from a transit line. With the exception of a small population scattered along the eastern end of the State Street line and those living east of Twenty-fifth Street in the Washington Park district, the entire population of East St. Louis lives within the twenty-minute time zone.

A further graphic illustration of the effect of transit service upon the growth of the city is well illustrated by a comparison between traveling times to different sections of the city and between the characters of these sections. While it is possible to reach the extreme limits of Washington Park, Alta Sita, and Edgemont, distances five, four, and six miles respectively from Main and Broadway, it takes the same period of time—thirty-five minutes—to reach Brooklyn on the north, the southern city limits at Mississippi Avenue and Lynch Avenue and Thirtieth Street to the northeast, distances of but approximately two, one and two-thirds, and two and one-half miles respectively. Lack of direct and adequate transit service to these latter locations accounts, in part at least, for lack of development near each of them despite the fact that they are from two to three times nearer the business district than Washington Park, Alta Sita or Edgemont.

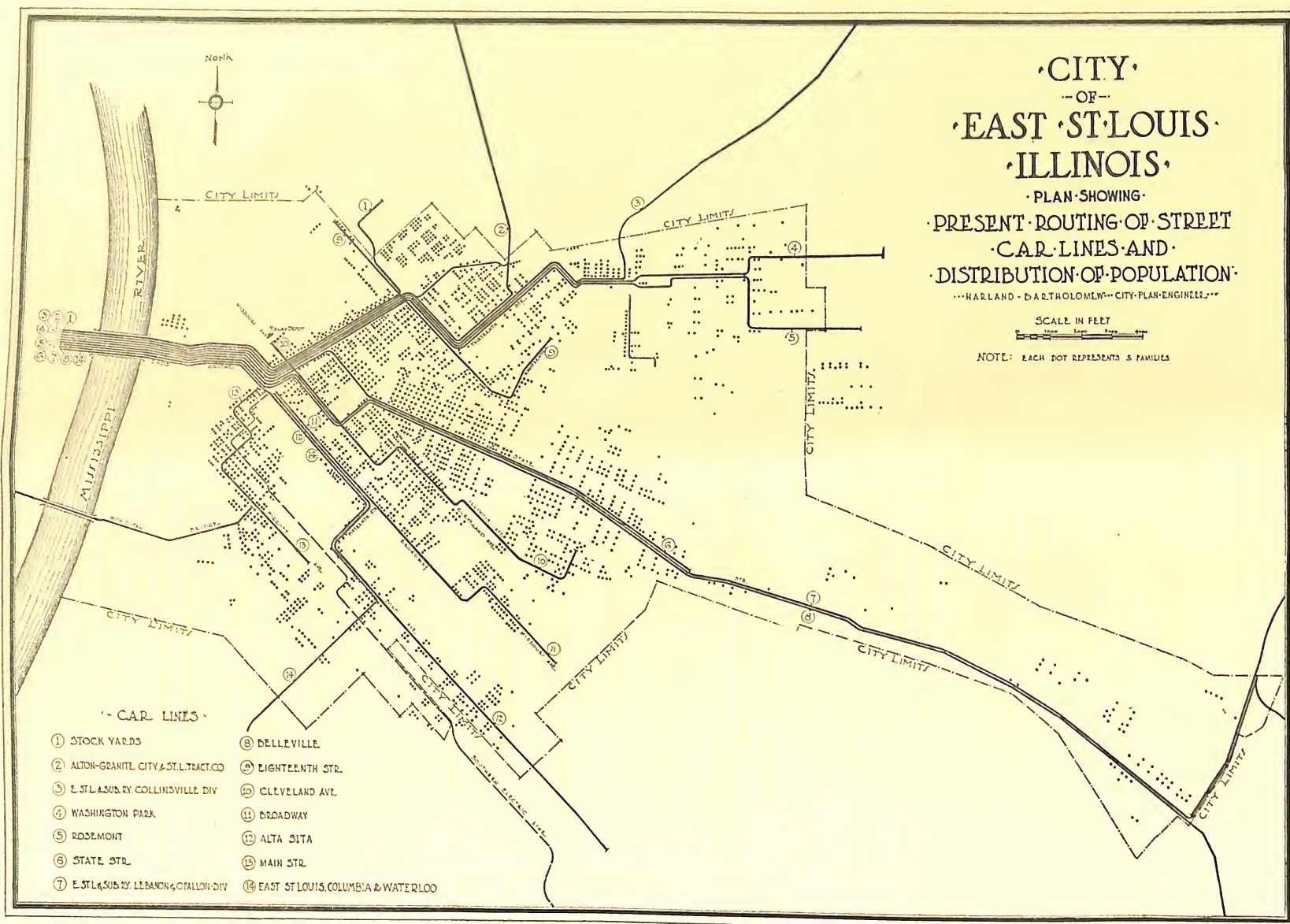
Plan No. 11, which shows the present routing of street car lines in relation to the distribution of population, gives an excellent illustration of the lack of evenly distributed service. The congestion of lines on Eads Bridge and on Collinsville and St. Clair Avenues is clearly evident. This plan shows the lack of systematic planning for the future, the present transit system being quite evidently a more or less expanded development of a system originally planned for a city much smaller than that which now exists. No better evidence of this could be shown than by noting the absence of a crosstown line. From Plan No. 11, it might be concluded that East St. Louis was merely an adjunct of the larger city across the river and that all traffic either originated in the City of St. Louis or had that city for its ultimate destination.

Plan No. 12 shows the proposed rerouting and extension of transit lines in order to accommodate the present population more adequately and in order that an increased population may be distributed readily to all parts of the city. Without such reroutings and extensions there will be an inevitable tendency toward over-concentration of population in the central part of the city and a consequent congestion for which no justification exists.

The three most important suggestions made in connection with the rearrangement of the present transit system are:

1. Construction of crosstown lines.
2. Relief of Collinsville Avenue through the opening and use of the Old Rock Road.
3. An ultimate new river crossing in order to relieve what will otherwise



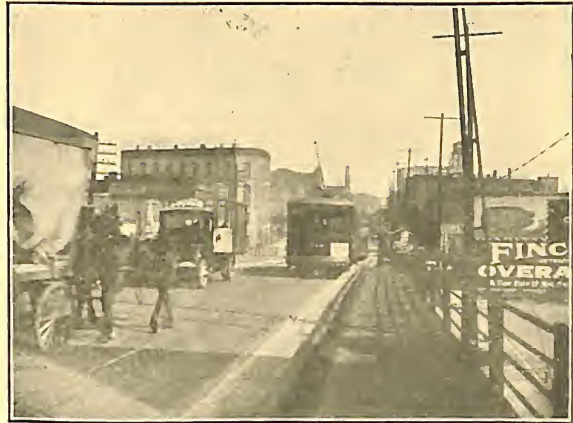


Plan No. 11.—This shows the lack of crosstown facilities and the concentration of car lines on Collinsville Avenue. The routing of each line is indicated by numerals.





The street car terminal at the west end of the Eads Bridge in St. Louis is wholly inadequate. Note the passengers walking in the roadway of the bridge—the passage-way on the loading platform being too congested by passengers boarding cars.



Looking east from the viaduct over Cahokia Creek and railroad lines. This narrow roadway not only accommodates eight different car lines, but also a continuous flow of vehicles hauling freight between St. Louis and the East St. Louis railroad terminals.

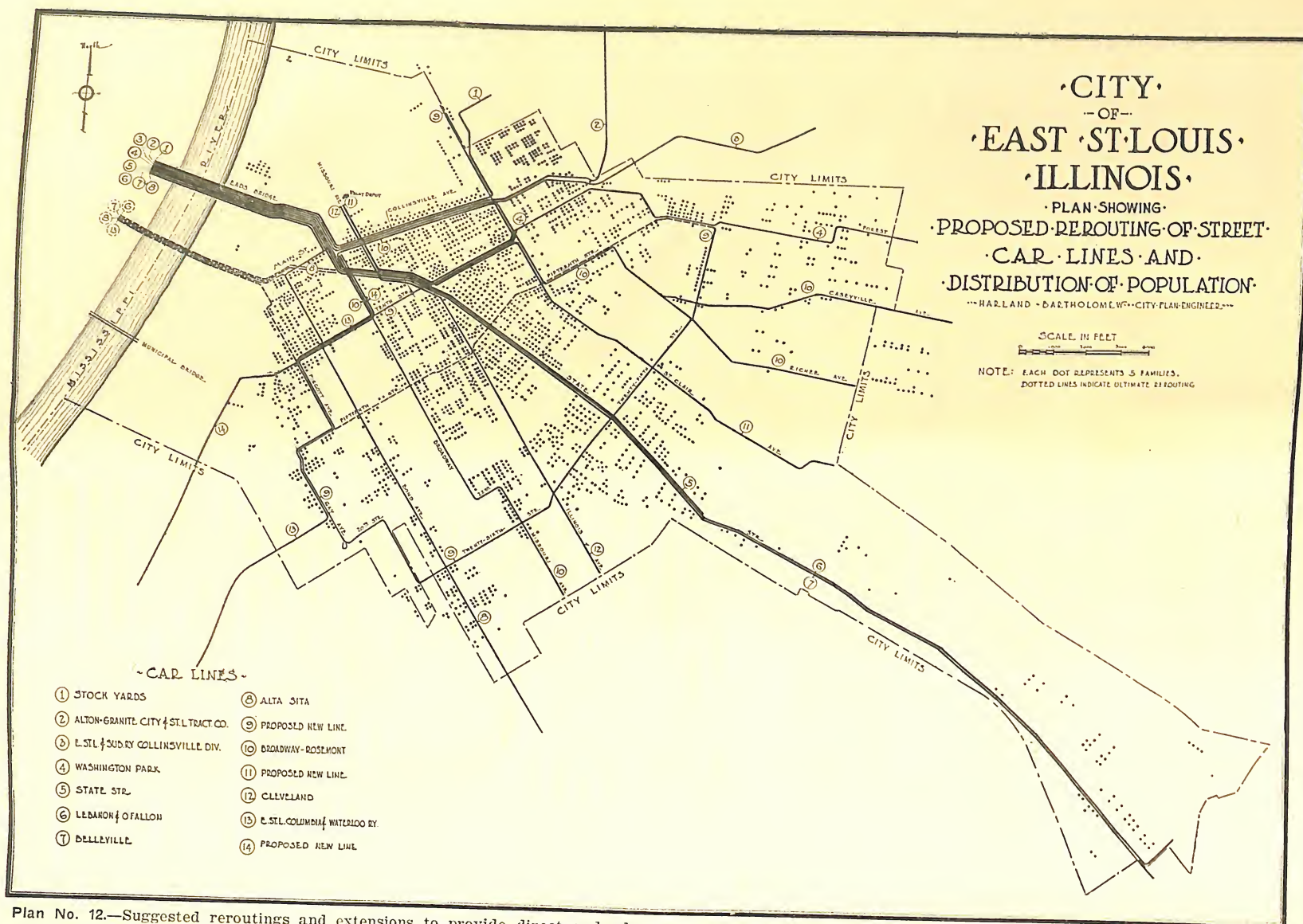
be an inevitable over-congestion on Eads Bridge.

From Plan No. 12 it will be seen that a crosstown line is suggested which will start at the Stocks Yards and operate via St. Clair Avenue, Tenth Street, and Piggott Avenue to the large colored district in the southern part of the city, passing through this district and thence north via Twenty-sixth and Twenty-fifth Streets to Lincoln Avenue. This virtually creates two crosstown lines affording direct service between the Stock Yards and the southern part of the city, as well as the very much needed crosstown line in the eastern part of the city. Eventually a third crosstown line will probably be needed, at which time it would be possible to make a distinct line operating between the Stock Yards and the southern part of the city and making virtually a separate Belt Line operating from Twenty-seventh and Piggott north to Twenty-fifth and Lincoln, thence west to Fifteenth Street, and south on Fifteenth to Gay, completing the loop via Twentieth and Piggott. This plan utilizes existing track so far as possible. It lends itself to future rearrangement and operation as conditions permit.

The opening of Rock Road, discussed elsewhere, is absolutely essential to any solution of the transit congestion problem on Collinsville Avenue. Not merely will it solve this particular problem, but it will afford at once opportunities for more direct and quicker service for all lines from the eastern part of the city to the business district of East St. Louis or to the business district of the City of St. Louis across the river.

The third suggestion here proposed—a new bridge over the Mississippi River—is of importance. Though in the nature of a suggestion rather than a recommendation, it is offered because even a casual observation of the present transit situation on the Eads Bridge, particularly during the rush hours, reveals the utter insufficiency of a single highway bridge across the Mississippi to accommodate all the transit as well as all the vehicular traffic between these two thriving cities. The new St. Louis Municipal Bridge has a highway deck that can be used for transit purposes, but its terminus on the western side of the river does not reach the business district of St. Louis and on the eastern side its approach has likewise an unfortunate loca-





Plan No. 12.—Suggested reroutings and extensions to provide direct and adequate services to all parts of the city. The reroutings depend largely upon certain street openings and widenings which it is the duty of the city to provide before a satisfactory transit system can be developed.



tion. It is therefore suggested that a new bridge be constructed, from Trendley Avenue and Main Street in East St. Louis to Fourth and Market Streets in St. Louis, which would provide a highly desirable highway connection between the two cities. It would be at once fully as direct as the Eads Bridge and so located in both cities as amply to fulfill its mission. Assuming that the Rock Road were to be opened, the distance from Tenth and State Streets in East St. Louis to the business district of St. Louis via either the Eads Bridge or the new highway bridge here suggested would be practically the same. Furthermore, the bridge here proposed would better accommodate many of the interurban lines to the east and south, such as the Columbia and Waterloo line, Southern Traction, or others that may eventually be built. The grades on either side of the river would permit of the construction of such a bridge. It would be located approximately midway between the St. Louis Municipal and Eads Bridges and sufficiently distant from each to come approximately within the rulings of the War Department with respect to the spacing of bridges over the Mississippi.

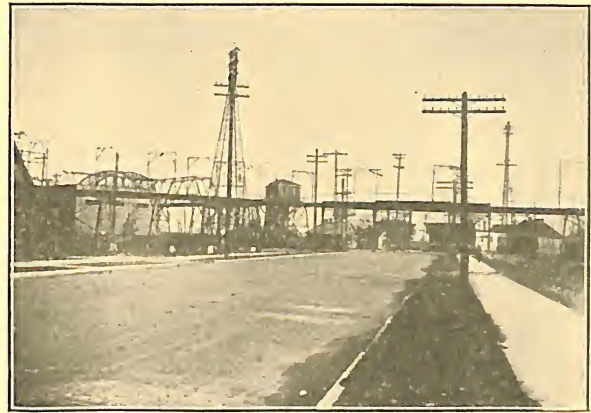
Plan No. 11 shows the present routing of transit lines and distribution of population and also indicates by numbers the routing of each individual line. Plan No. 12 shows the proposed rerouting of transit lines and also indicates by numerals the suggested individual line reroutings. For more ready reference the suggested changes in the individual lines are described in detail as follows:

#### No. 1. STOCK YARDS LINE

The routing of this line to remain unchanged.

#### No. 2. ALTON-GRANITE & ST. LOUIS TRACTION CO.

Because of the location of Thirteenth Street in relation to other existing cross-



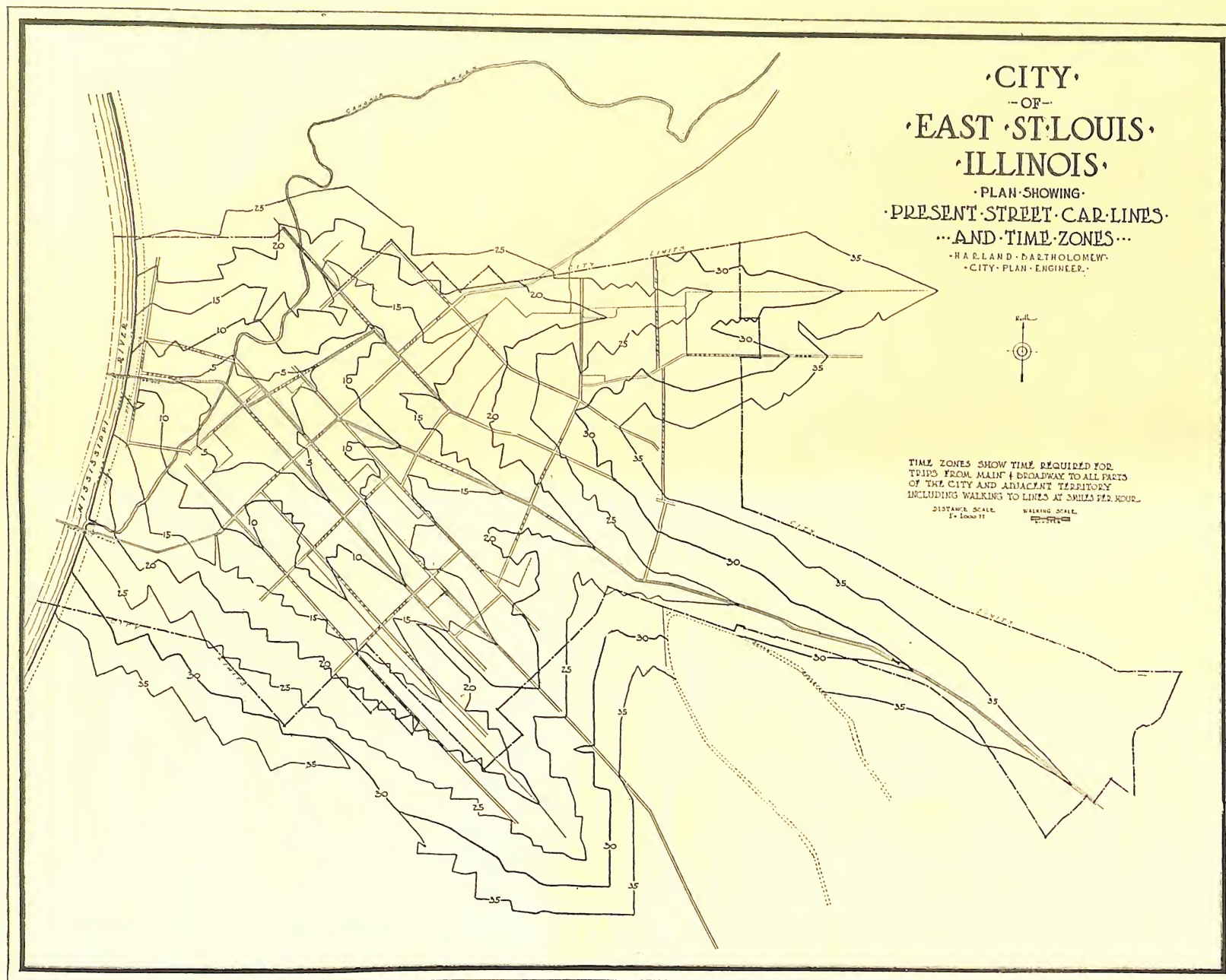
Alton, Granite & St. Louis Traction Co. viaduct at North Ninth Street. This could ultimately be abandoned by using the proposed new Granite City and Collinsville Road opening under the railroad rights-of-way.

town streets, it has not been designated as a major street. It is therefore deemed advisable to abandon this street for transit purposes and to use the major streets where the railroad grade crossing eliminations can serve both for vehicular and street car traffic purposes. This line would then use the new Granite City road and its connection to Seventh Street, abandoning the present viaduct. From Seventh Street a direct connection to Collinsville Avenue would be made with consequent expedition of traffic and a considerable saving in car mileage. From Seventh and Collinsville it should follow its present route westward.

#### No. 3. EAST ST. LOUIS & SUBURBAN RAILWAY — COLLINSVILLE DIVISION

The proposed change in alignment and grade separation of the Collinsville Road affords an excellent opportunity to reroute the Collinsville line directly to the business district and Eads Bridge approach via New Collinsville Road, Ninth Street extension, thence over new street to Seventh, to Collinsville Avenue and then westward, as at present. This change would eliminate a number of right-angle turns and consequently accelerate travel.





Plan No. 13.—Showing, by five minute intervals, the time required on the present car lines, to reach all parts of the city from Main street and Broadway. Note the irregularity of service due to indirect routing of some of the car lines. One can travel nearly twice as far, in a given time, to the east as to the north and south.



**No. 4. WASHINGTON PARK LINE**

This line should also be removed from Thirteenth Street by extending it northwest on Nectar Avenue to the present Collinsville Road, thence west to Ninth Street, southwest to State Street via Ninth and Tenth Streets, west on Rock Road to Broadway, thence over Eads Bridge to terminal at west end of Eads Bridge.

**No. 5. STATE STREET LINE**

This line to remain as at present except between Broadway and Tenth Streets, where it should be rerouted over Rock Road once this improvement has been made. The opening of Rock Road to permit the diversion of traffic from Collinsville Avenue is the only immediate solution to relieve the present congestion on that street.

**No. 6. EAST ST. LOUIS & SUBURBAN RAILWAY—LEBANON AND O'FALLON DIVISION**

This line should also be rerouted over Rock Road and operation abandoned on Tenth Street, Missouri and Collinsville Avenues.

**No. 8. ALTA SITA LINE**

This line should continue northwest on Bond Avenue from Fifteenth to Main Street, thence on Main Street to Broadway, and on Broadway to the west end of Eads Bridge. This would afford a better distribution of service and provide a through line to St. Louis for those living south of Broadway.

**No. 7. BELLEVILLE LINE**

To operate as at present except west of Tenth Street, where it should operate over the Rock Road and abandon the use of Tenth Street, Missouri and Collinsville Avenues.

**No. 9. PROPOSED NEW LINE**

This line has been proposed for the purpose of providing direct service from the Stock Yards to the southern part of the

city to accommodate those workmen now working in the Stock Yards and living in the southern part of the city. Primarily this line should connect with the proposed Twenty-fifth Street crosstown line and operate as one line between the Stock Yards on the west to Twenty-fifth and Lincoln on the east, routed as follows: from the Stock Yards southeast on St. Clair Avenue to Tenth Street, southwest on Tenth Street to Piggott Avenue, thus creating a most desirable crosstown line on Tenth Street. From Tenth and Piggott Avenue to continue southeast on Piggott to Fifteenth Street, thence to Gay, to Twentieth, to Piggott, to Twenty-sixth and Twenty-fifth Streets, terminating at Lincoln Avenue.

Ultimately, when the conditions warrant a crosstown line on Fifteenth Street, this line could well be converted into two distinct lines. One line could terminate at the Stock Yards on the north and at Twentieth and Gay on the south, as shown on rerouting plan. The other—Twenty-fifth Street Line—could operate south and east from Fifteenth and Piggott as described above, extending westward on Lincoln from Twenty-fifth to Fifteenth Street, thence southwest on Fifteenth Street to Piggott Avenue.

**No. 10. BROADWAY-ROSEMONT LINE**

This line to be forked east of Twenty-first Street, one branch operating over Caseyville Avenue and the other over Lynch and Richee Avenues. West of Twenty-first Street it should be routed as follows: west on Lynch to Fifteenth Street, to St. Clair Avenue, to Collinsville Avenue, thence from Collinsville and Broadway to Missouri Avenue and City Limits via Broadway, Twenty-second Street, and Missouri Avenue. This would be a purely local line and would pass through the business district, an operation much to be desired.



**No. 11. PROPOSED NEW LINE  
(ST. CLAIR AVENUE)**

It is proposed to create a new line between the Relay Depot at Missouri Avenue, west of Second Street and St. Clair Avenue and the City Limits via Missouri Avenue, Rock Road, Tenth Street, and St. Clair Avenue, thus providing a direct route to the business district and the Relay Depot for the population north of State Street.

**No. 12. CLEVELAND AVENUE LINE**

The present routing of this line is tortuous and its eastern terminus will not permit of satisfactory extension. It should be rerouted between the Relay Depot and Illinois Avenue at the City Limits via Missouri Avenue, Rock Road, and Illinois Avenue. Operation to be abandoned on Missouri, east of Rock Road, Fourteenth Street, Cleveland Avenue, Eighteenth Street, Louisiana Boulevard, and Twenty-seventh Streets. This change would greatly simplify operation and permit of orderly extensions.

**No. 13. EAST ST. LOUIS, COLUMBIA &  
WATERLOO RAILWAY**

To be rerouted from Nineteenth and Gay Avenue to Broadway and Collinsville via Gay Avenue, Fifteenth Street, Piggott Avenue, Tenth Street, and Broadway.

**No. 14. PROPOSED NEW LINE  
(MISSISSIPPI AVENUE)**

The industrial development in the southern part of the city and the area beyond the City Limits along Mississippi Avenue will undoubtedly justify transit facilities in the near future. Mississippi Avenue, under the proposed major street report, is to be widened to 100 feet, which is ample to accommodate a double-track trolley line. Primarily this line could terminate on the south at the north side of the Alton & Southern Railroad, extend northwardly along Mississippi Avenue to a connection with Tenth Street, thence to Broadway and Collinsville Avenue via Tenth Street and Broadway.



## TRANSPORTATION

Transportation facilities are usually the measure of a city's growth. No city can hope to grow and expand without adequate transportation and terminal facilities. East St. Louis is essentially a city founded on such interests; in fact it may be said that the present city's growth is to be attributed directly to the fact that at this point were established the terminals of the first transcontinental railroads. To what an extent the city is now a terminus of railroad lines is best illustrated by accompanying plans (Nos. 14 and 18), which show that on a strip of approximately one-half mile width, from the east bank of the Mississippi to the business district of East St. Louis, railroads and terminals have been built to the exclusion of practically all other development.

The enormous growth of the city in the past two decades was never anticipated. As the city continues to grow there will be inevitable conflicts of interests between the municipality and the railroad and terminal interests. How vitally the railroads have affected the present growth of the

city is revealed by Plan No. 15, showing railroads and occupied housing areas within the city today. To the north, south, and west it is practically impossible for the city to expand. Railroad lines and yards act as barriers to the extension of streets or transit facilities in these three directions. This is not a healthy condition for the city or for the railroads. The railroads have undoubtedly helped to create the present city and in so doing have enjoyed almost unlimited privileges, but the time has now come when they must recognize the desirability, wisdom, and necessity of co-operating with the city in solving its problems. The city's problem is also the railroads' problem, and through co-operation in solving this common problem the railroads can best help themselves, for increased growth means new industries and more business, and consequently more traffic and business for the railroads.

The point of greatest conflict between the community and the railroads is that of grade crossings. An accompanying illustration (No. 16) shows the extremely



Cahokia Creek, looking north from viaduct. This creek will be diverted at the northern city limits and the land reclaimed for railroad expansion.



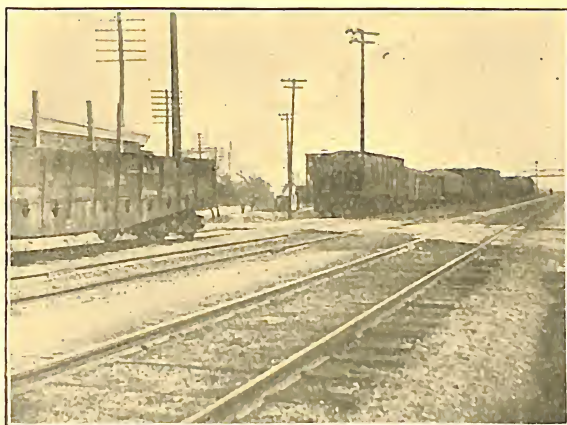
Grade crossing on St. Clair Avenue; a common scene in East St. Louis. Note gates have not been lowered.





Plan No. 14.—Note how the terminals for the larger city first concentrated on the east side of the river because of inadequate river crossings, and have since found it impossible to secure sufficient terminal space within the city of St. Louis. The railroads have absorbed practically all the area in East St. Louis within one-half mile of the river, as shown in solid black.





Present Collinsville Road grade crossing. Note how the standing freight cars obstruct the view of approaching trains.



Grade crossing at Twenty-first and State Streets. It is imperative that these inner belt line grade crossings be eliminated, else the city's development will be seriously retarded.

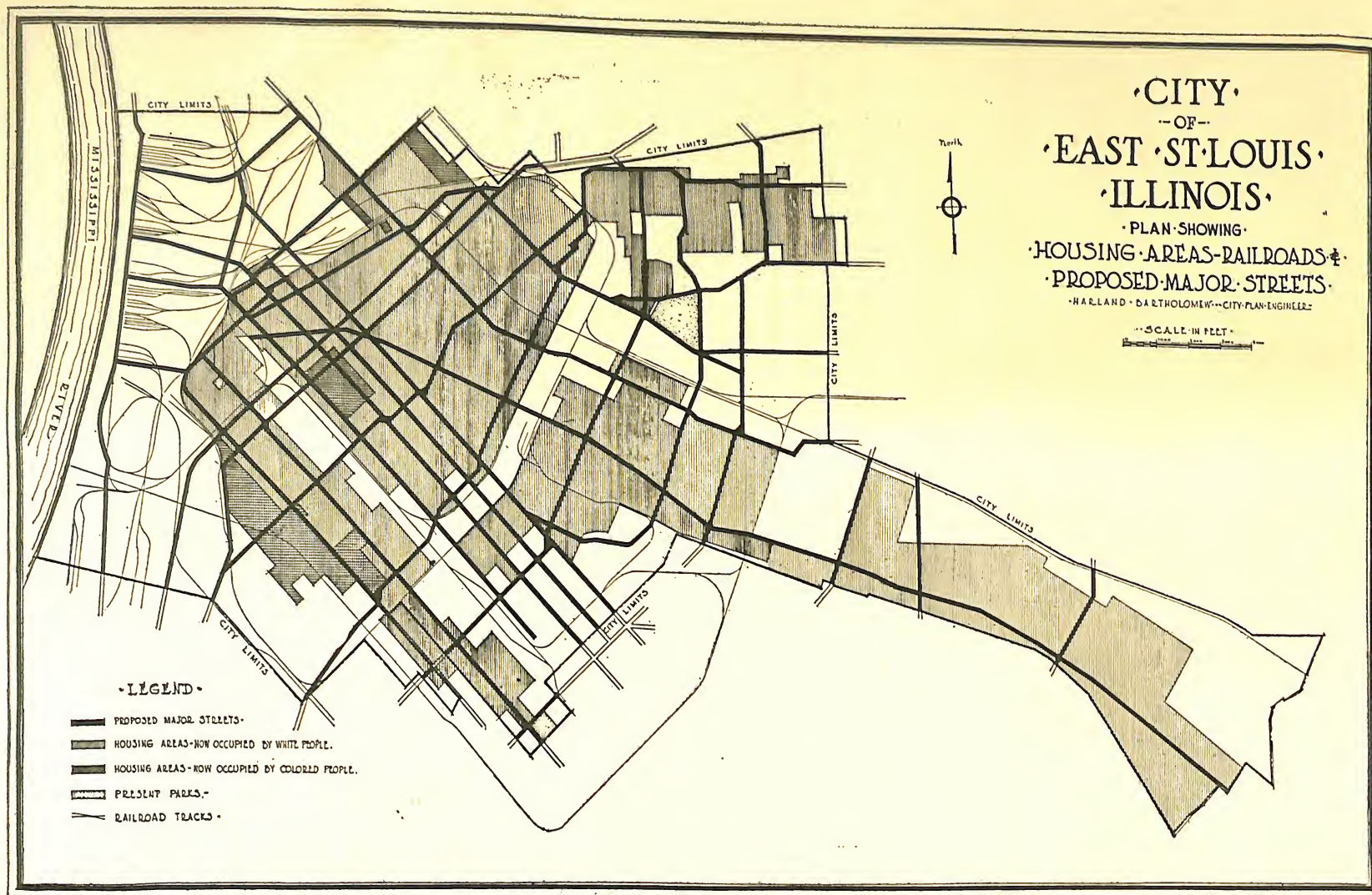
large number of grade crossings that exist. Few railroads have been elevated and the flat grades have practically prevented the depression of either railroads or streets. It is doubtful if any city in the United States is confronted with a more serious railroad problem than is East St. Louis. The problem is not that of any one particular railroad, for an attempt to change either the grades or streets at one part of the city may seriously interfere with later grade crossing removals elsewhere. The great need is for a comprehensive plan of railroad and terminal arrangement, with elevation and grade crossing elimination. It would seem that the present is a time particularly opportune for such a study. The railroads, now back in private hands, are confronted with numerous problems of reconstruction and extension, and must make definite programs for new work which cannot of necessity be undertaken all at once but as conditions justify.

Plan No. 16 shows present grade crossings and those which are particularly important because of their relation to the development of the major street plan. It would be possible to avoid any neces-

sity for grade crossing elimination at about two-thirds of the points shown on the plan if the grade crossing removals could be accomplished on the major streets. Such a scheme should appeal to the railroads as a matter of sound business procedure and to follow it should mean much future economy to them; by following such a plan the best interest of the city will also be served.

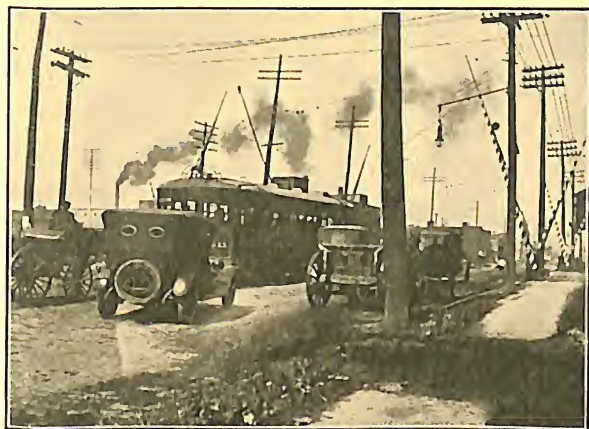
Certainly much could be accomplished in meeting the numerous transportation problems if a general plan for the entire city were devised taking into consideration the questions of grade crossing removal, re-routing and realignment of the roads, separation of the terminal facilities, separation of industrial districts and the like. While many of these questions have been considered in this report, the matter should be given much more extensive study, for which neither time nor funds have been available at the present time. The question is one involving numerous highly technical questions. It is suggested, therefore, that a commission be appointed which might be known as the East Side Railroad Commission, to make a thorough study and report of present conditions, with rec-





Plan No. 15.—Areas now occupied for residential purposes are shown by shaded areas — the proposed major streets by solid black lines. Note how the promiscuous development of railroads has caused an irregular and unsatisfactory development of residential areas.





Showing traffic delayed at one of the many grade crossings on St. Clair Avenue.



Grade crossing at Tenth Street and Southern Railway between the business district and approach to St. Louis Municipal Bridge. Continual switching at this point causes many costly delays to vehicular transportation.

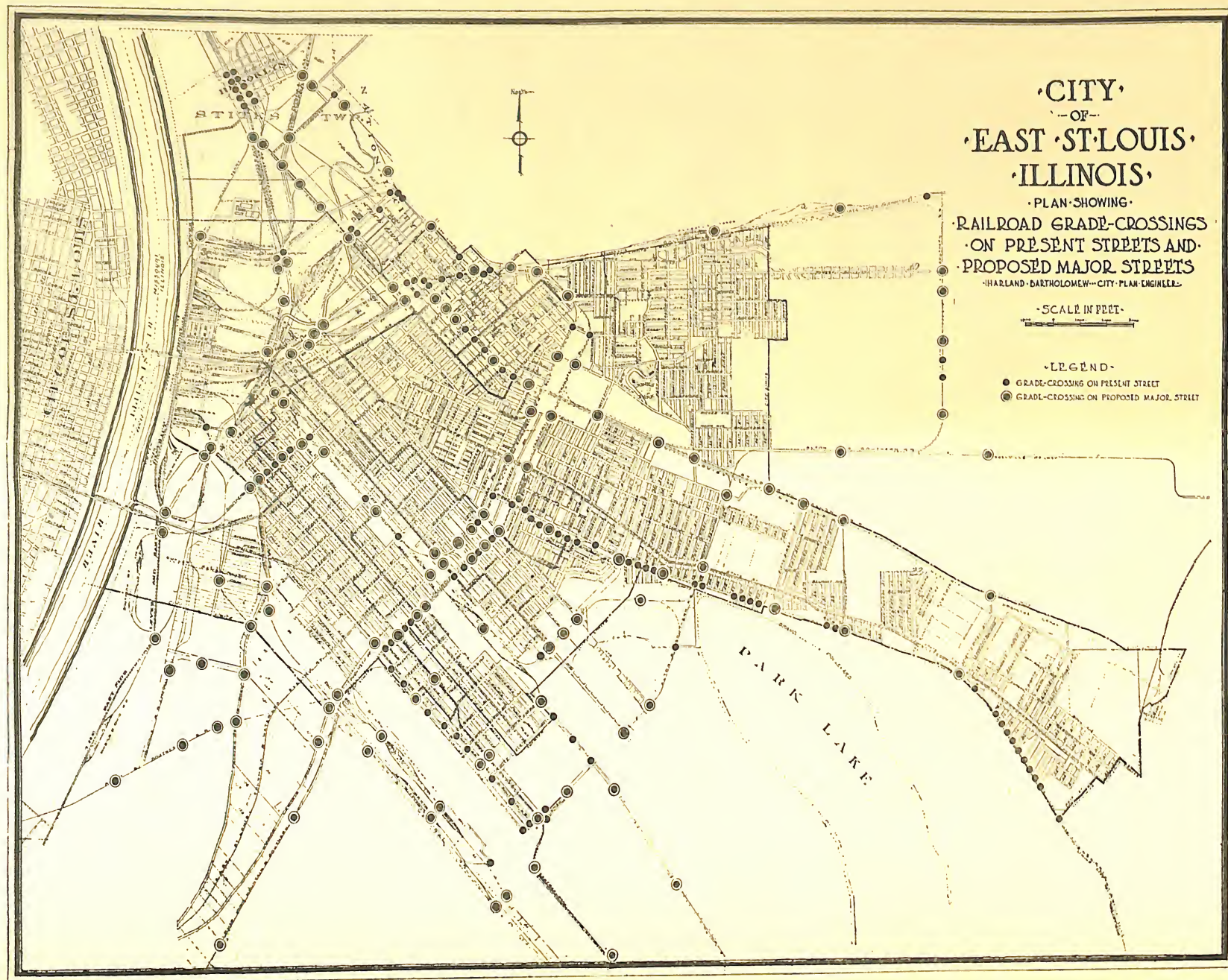
ommendations as to how the various problems confronting the railroads and the municipality may be met. The Commission would probably best be made up of at least five members, of whom two should be engineers appointed by the railroads, two engineers appointed by the city, and a fifth member to be appointed by mutual agreement. This commission should be given funds contributed partly by the city and partly by the railroads to make its studies and employ the necessary assistance, and should be required to present its studies and recommendations within a period of possibly one year. No more important or far-reaching result could be obtained than through the work of such a commission. It may safely be said that the future growth of East St. Louis and of neighboring cities and towns is almost entirely dependent upon how the transportation problems of the East Side are to be met in the next few years. The appointment of such a commission will afford early and intelligent conclusions which may become reasonable bases for action.

Some of the obvious suggestions that may be made with respect to the transportation situation in East St. Louis are as follows:

1. Elevate inner and outer Belt Lines.
2. Eliminate the dangerous Collinsville Road grade crossing by slight elevation of the B. & O. and Vandalia, and by extending Ninth Street north under these railroads to meet Collinsville Road as suggested elsewhere in this report (Plan No. 4).
3. Eliminate the more important grade crossings on St. Clair Avenue, probably through elevation of railroad lines.
4. Eliminate grade crossings on the Southern Railway, probably by the building of viaducts over the Southern Railway at Main, Eighth, Tenth, Fifteenth, Nineteenth, and Twenty-sixth Streets.
5. Create new classification yards further to the east on such roads as the Vandalia, B. & O., Southern, Cotton Belt, and others.
6. Construct a new union station.

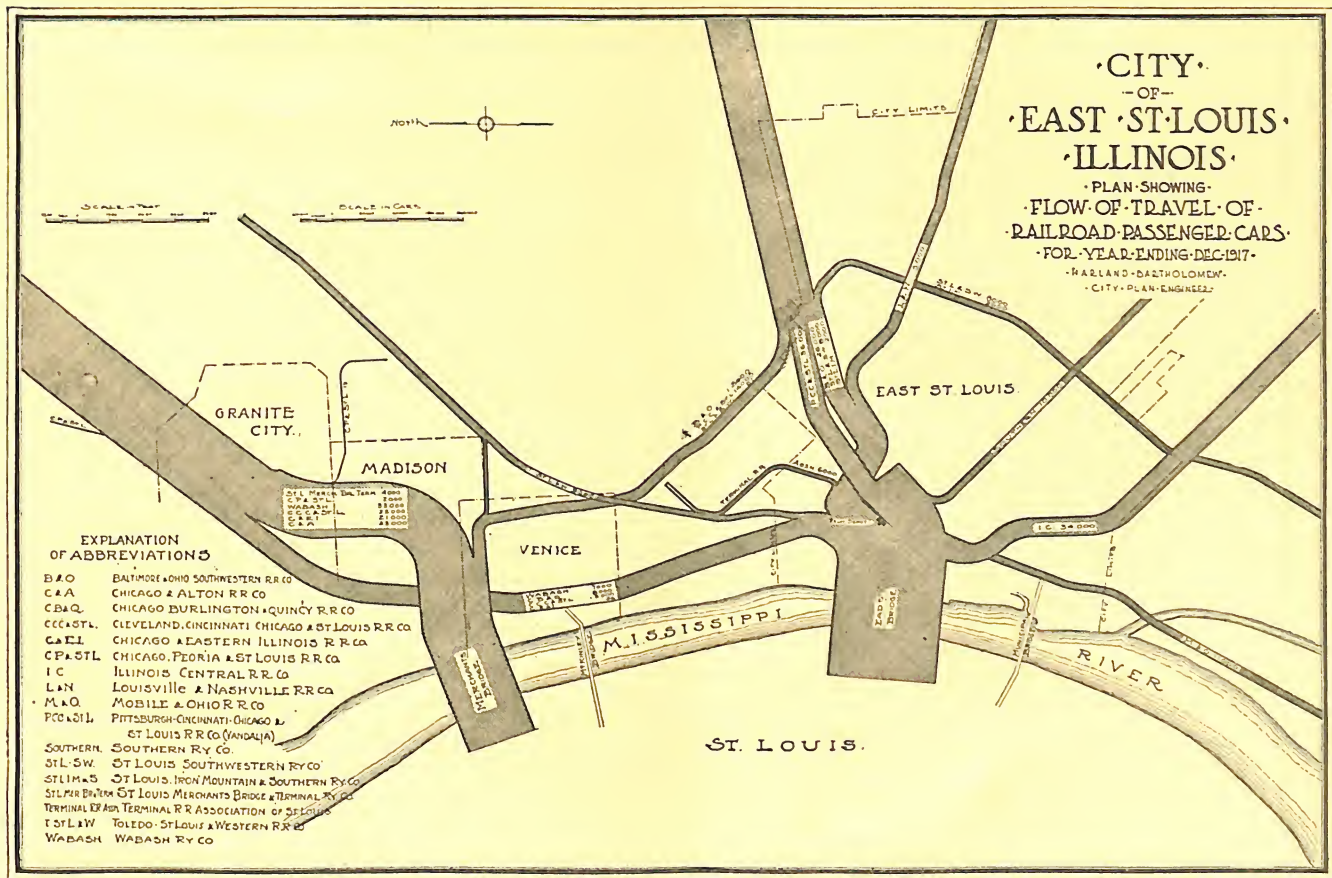
Obviously these recommendations can not be carried out without some definite plan of transportation development for the whole city unless attended by considerable uncertainty as to what eventual rearrangements may be necessary. A single illustration of this situation is that of the L. & N. Railroad, which now enters over a private right-of-way in the northeast part





Plan No. 16.—There are approximately two hundred grade crossings in East St. Louis and adjacent territory. The large dots indicate the grade crossings on the proposed major streets—small dots show grade crossings on present minor streets. The elimination of grade crossings on the major streets would afford free circulation of traffic and thus avoid the necessity of eliminating the grade crossings on most of the minor streets.





Plan No. 17.—All passenger cars entering or leaving St. Louis to and from the north, east and south via Illinois use the Merchants Bridge and the Eads Bridge. Note the lack of direct and systematic routing of passenger cars. The relative density of the flow of passenger cars is shown by the width of the lines.

of the city. This railroad, like all others, is now at grade. There are many industries on its present route. It would seem more desirable to reroute this line in the eastern part of the city so that it might enter over the Vandalia or B. & O. right-of-way, if suitable traffic arrangements could be made, rather than to undertake the enormous expense of elevation for grade crossing elimination at not less than ten major streets which the line crosses.

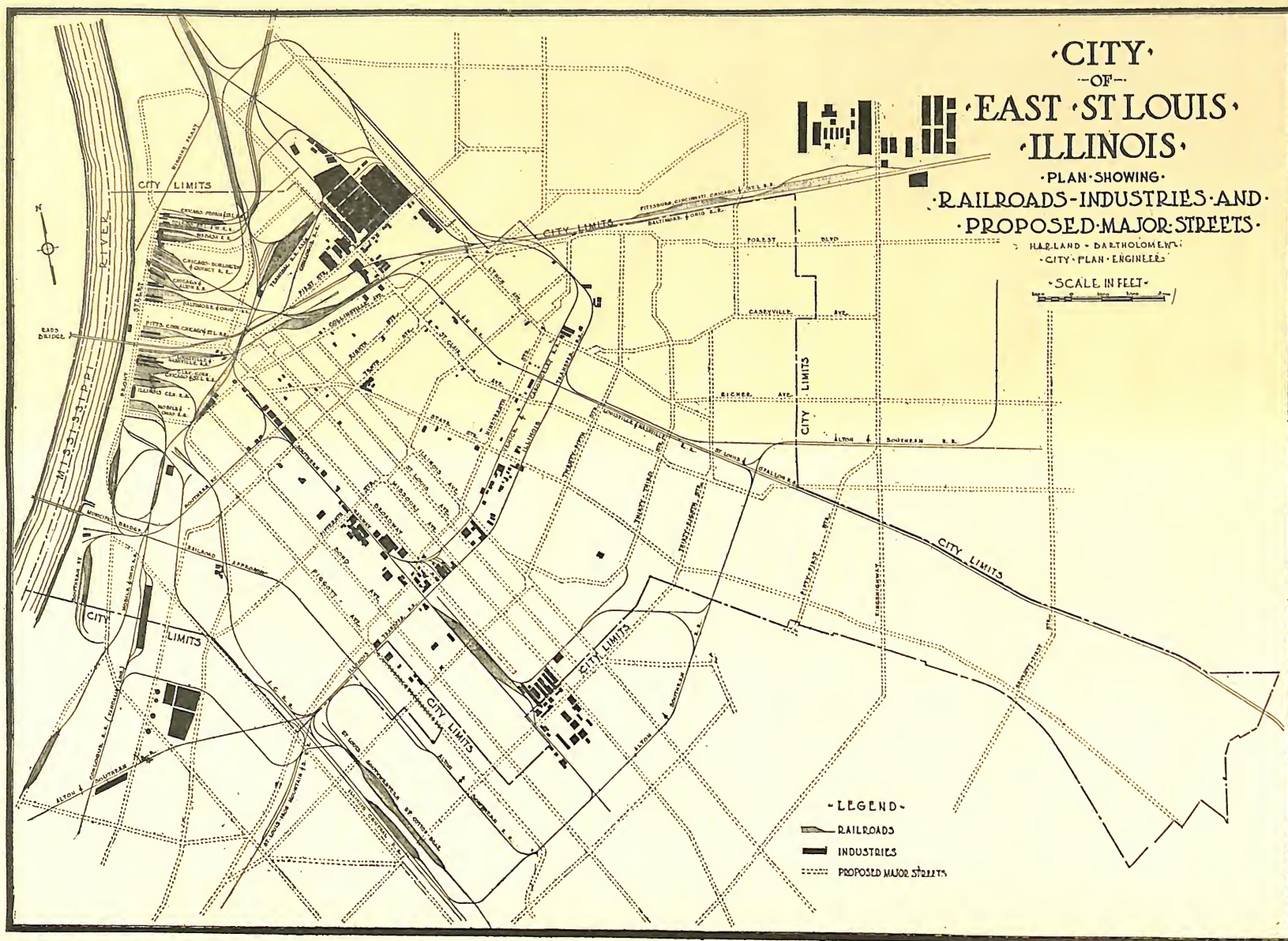
Plan No. 18 shows the present distribution of industries and railroads in the city and the proposed Major Street Plan. From this it will be seen that to carry out suggestions numbers 1 and 2 above, and to reroute the L. & N. Railroad, would provide,

through the development of the Major Street Plan, direct routes to Granite City, Collinsville, and Edwardsville via Ninth Street and Collinsville Road and to Belleville via State Street, entirely free from railroad grade crossings with their present attendant inconveniences and delays.

### A Union Station

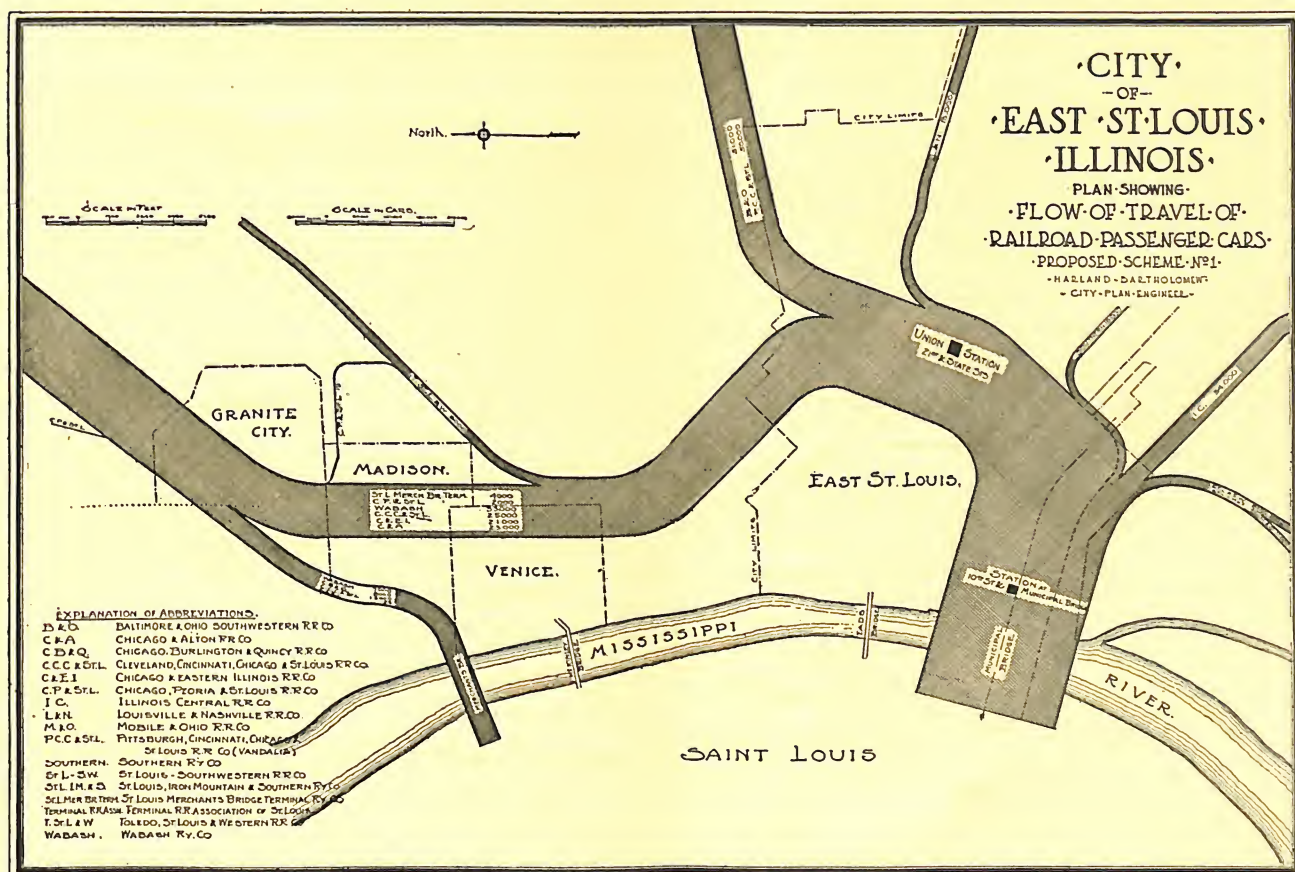
Considerable study has been given to the question of the location of a union station for East St. Louis. Plan No. 17 shows the routing and volume of present railroad passenger traffic in East St. Louis. The tremendous freight congestion along North Broadway in St. Louis has caused a continued decrease in the use of the Mer-





Plan No. 18.—Showing the relation of railroads, industries and proposed major streets. Note the chaotic development of railroads and the vast terminal yards along the river front. Industries are shown in solid black—proposed major streets by dotted lines.





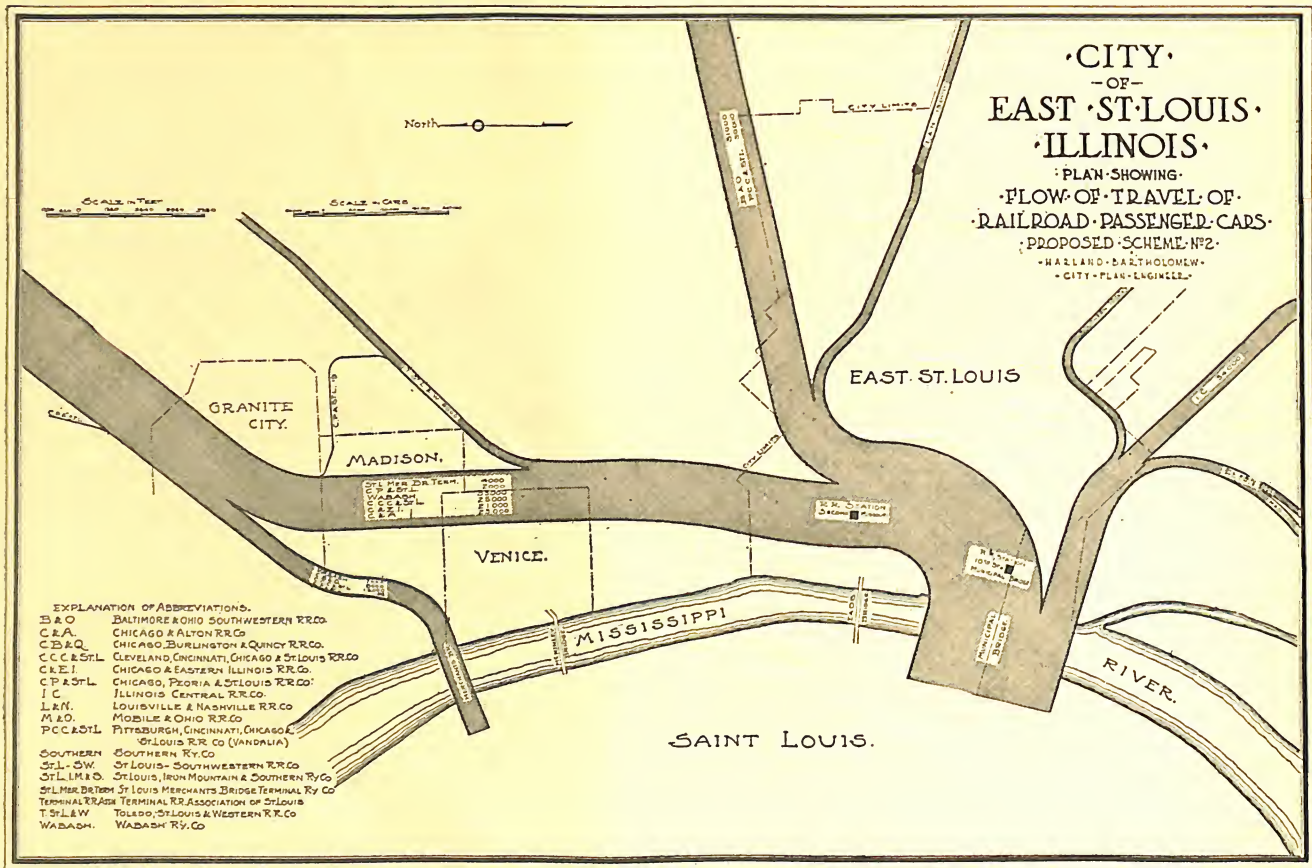
Plan No. 19.—Proposed plan showing rerouting of passenger cars and location of a Union Station at 21st and State streets. Approximately 90 per cent of the total traffic would use the St. Louis Municipal Bridge and thus relieve the congestion in the freight terminals on both sides of the river. Note the simplification of routing as compared with present routings, Plan No. 17.

chants' Bridge for passenger trains and a consequent increase in the use of the Eads Bridge for this purpose. While the St. Louis Municipal Bridge is not well located for direct vehicular connections between the business district of St. Louis and East St. Louis, this Municipal Bridge does seem to afford particularly favorable opportunities for the routing of passenger trains, particularly since its use would avoid the very objectionable confusion of passenger and freight movement at the eastern terminus of the Eads Bridge as well as the unpleasant passage through the tunnel at the western end in St. Louis. Already the Eads Bridge is used nearly to its capacity.

It could profitably be used exclusively for freight purposes.

A study was made for a possible rerouting of passenger train service in connection with the establishment of a new union station at State Street and the Inner Belt Line (Twenty-first Street), anticipating the use of the St. Louis Municipal Bridge. Plan No. 19 shows the density of traffic that would result from such a rerouting. Since it would be impossible to have the lines from the southeast and south reach this union station, a secondary station for the accommodation of these southern lines (Southern, Cotton Belt, M. & O., I. C., and Mo. Pac.) would have to be established





Plan No. 20.—Alternative rerouting scheme similar to Plan No. 19, except that the New Union Station would be located near the present Relay Depot instead of at 21st and State streets.

at Tenth Street and the Municipal Bridge. From the numerous studies that have been made, this seems to be the most satisfactory solution possible. It has numerous advantages, including the relief of the present congestion at the throat of the Eads Bridge and the various terminals along the river front by taking practically all of the north, northeast, and eastern passenger traffic out of the congested river front terminal area.

An alternative union station plan is presented herewith and the reroutings resulting from it are shown on Plan No. 20. This alternative plan would involve a new approach from the present Relay Depot to

the Municipal Bridge at Tenth Street. Such an arrangement would permit of the location of a union station at Tenth Street and the Municipal Bridge which would accommodate practically all lines entering the city from the north, east, and south, and allow the present Relay Depot to be used as a secondary station.

### River Transportation

There has been much favorable opinion expressed with respect to the revival of traffic on the Mississippi River. The United States Government has made appropriations for the establishment of a barge line and several tugs and steel barges of large capacity have recently been con-



structed and put into service. River terminals have been constructed at New Orleans and at St. Louis, where one concrete dock of 900 feet frontage and equipped with modern machinery already has been established. There is now one large industry in East St. Louis receiving its raw material by river shipments. There is no doubt but that river traffic will increase, but to what extent is a more or less uncertain speculation at the present time. Though much uncertainty exists with respect to the future of river traffic, it is generally conceded that the building of adequate terminals is essential. East St. Louis should anticipate and plan for, if not construct, new river terminals for future use. The almost complete control of the river front by the railroads makes the acquisition of any site for river terminals exceedingly difficult. This question should

receive serious consideration should there be appointed a Railroad Commission such as has been suggested above. Such a commission might, for instance, find it practicable to rearrange railroads in the large area south of Trendley Avenue to the Municipal Bridge. Were this possible, a substantial industrial terminal might be created in the area east of Main Street and close to the river dock through the erection of loft buildings and other structures incidental to an extensive terminal development scheme. One of the difficulties confronting such a plan is that the land which would be needed is now in the hands of the Terminal Railroad Association and acquisition by the city or by an operating company would have to be a matter of negotiation and railroad realignment within the area mentioned.



## ZONING

When the preparation of the present plan was authorized, no State law existed that would permit the preparation and adoption of a scheme for regulating the height, area, and use of buildings within the city. Subsequently the Legislature, in 1919, passed such an act. Unfortunately, this act is deficient in many respects and burdensome of operation. It is expected and hoped that a new zoning law may be enacted at the next session of the Legislature. East St. Louis may then with advantage undertake the preparation of a zoning scheme, although it has not yet experienced many

of the difficulties that have made zoning ordinances in other cities immediately and imperatively necessary. The present comprehensive plan will serve as an excellent guide for such a zoning study and plan, practically all the necessary study maps having been made for this report, excepting only those of building heights and area and of land values. Further study of the railroad and terminal problems by a special commission, as above suggested, should also precede the undertaking of a zoning plan.

## SEWERS AND WATER SUPPLY

An accompanying plan (No. 21) shows the extent to which the water supply and sewer system have been built. A comparison of this plan with Plan No. 7, showing the distribution of population, indicates that water supply has at least kept pace with the expansion of population; the construction of sewers, however, has fallen behind, although contracts have recently been let and sew-

ers are now under construction for a considerable portion of the populated area on either side of State Street east of Twenty-first Street. There is a large district, though, which lacks sewerage facilities, including Alta Sita, the colored section in the vicinity of Piggott Avenue, the northeast part of the city and the general vicinity of Washington Park.



## HOUSING

East St. Louis has a pronounced housing problem. Two phases of the housing problem are particularly acute. The first phase is that of a seriously threatened housing shortage which is causing advances in rentals and purchase prices of homes. The second phase is a lack of adequate housing laws and the lax enforcement of existing laws which might be productive of a higher standard of housing conditions.

How much more acute will be the housing shortage in East St. Louis can be determined only after a statistical study of the increase in population in the past few years, together with what may be expected from expansion of existing industrial plants and the development of wholly new industries. The increasing cost of materials and labor have resulted in a decline in house building. In order to meet this situation, a housing company has been organized and an initial group of twenty-five houses will be built within the next few months. In the past six months only ninety-eight permits have been issued for new houses. This is but an indication of the shortage in housing that is bound to occur

from lack of building caused by present high prices. It is doubtful if the present prices of materials and labor will be reduced to any appreciable extent in the next few years. Whether a proportionate adjustment in wage scales will occur so that houses may be built and sold, is also a speculative question. Certainly the present situation can only be met through some such wholesale building plan as is now proposed, since contractors and investors have practically withdrawn from the house-building field. The twenty-five houses which it is proposed to build this spring will not serve entirely to relieve the housing shortage that exists. The normal increase in population for a city the size of East St. Louis would indicate the necessity of building at least five hundred homes per year. The developments in the housing situation within the next few months and the experience gained in the building and disposal of the twenty-five houses previously mentioned will furnish grounds for a later decision with respect to future procedure.

The other phase of the housing problem—adoption and enforcement of proper

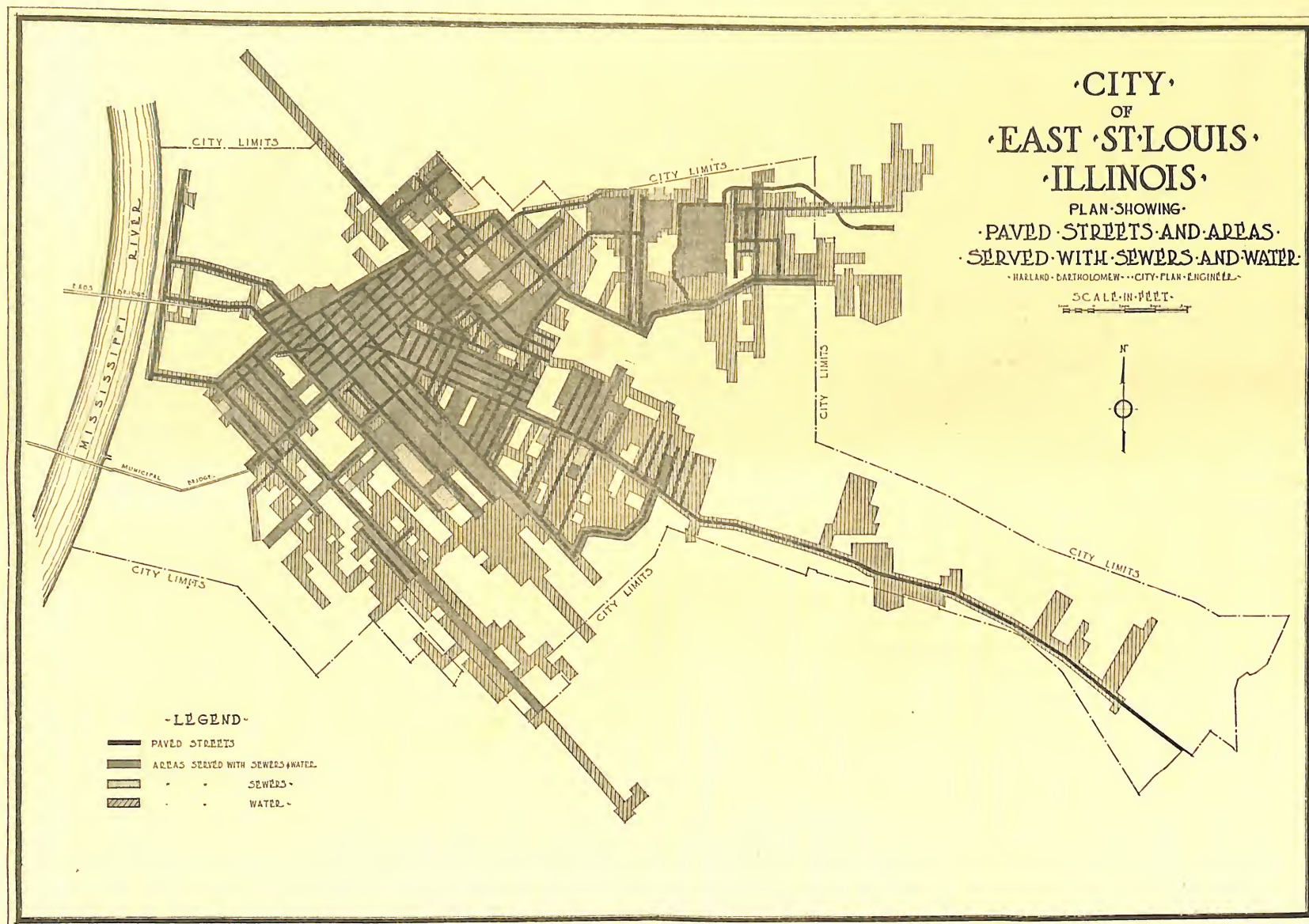


Types of good houses. Trees properly planted would add much to the appearance of this street and enhance the value of the residential property.



Houses below street grade and in bad repair.





Plan No. 21.—It is quite evident that the paved streets, sewers, and water supply were not provided in accordance with a comprehensive plan. Note the irregularity of the areas served and how the water supply has preceded the sewers. The legend indicates the service provided in the different areas.



housing and sanitary laws—has always confronted East St. Louis. A satisfactory type of workingman's home has never been developed. The majority of houses today are of one-story frame construction, having only the bare necessities of a good home. A considerable portion of the built-up areas east of Tenth Street and south of the Southern Railroad and in several other districts of the city are without sewers. Many of the houses in the older districts are below grade and it is consequently almost impossible to effect proper drainage for them. Fortunately there has been no tendency toward lot congestion, either in the form of tenements or by erecting more than one house per lot. On the other hand, there has been considerable laxity in adopting and enforcing suitable sanitary provisions. A recent survey by the State Health Department reveals the fact that there are over 7,700 outdoor privy vaults, compared with a little over 5,000 indoor toilets in the city. More than 1,200 of these latter were found to be in bad condition and approximately one-half of the privy vaults were maintained in violation of city ordinance section 734, providing that no privy vaults shall be maintained on a lot adjacent to a sewer. In the past year considerable action has been taken upon the part of the city to improve conditions with respect to the removal of garbage and refuse. Little or no effort had previously been made to collect and dispose of household waste. There had been almost no collection of ashes and refuse. The result has been the cluttering up of streets, alleys and vacant property. In April, 1919, the city made a contract for the collection and disposal of garbage, but no provision was made with respect to the frequency of collection. A fund of \$20,000 was appropriated for garbage and refuse disposal in this same year.

In order to improve the existing housing conditions and in order to stimulate building of new homes of proper types, there should be created a housing committee to encourage the work of and to co-operate with the present housing company, to secure the preparation and adoption of an adequate housing and building code, to enlist public support and sentiment in favor of the proper enforcement of this code, to enlarge the fire limits, and to undertake such other measures as will tend to remove many of the present deficiencies in the existing housing facilities of East St. Louis. The housing situation seldom commands public attention until the problems become acute. Good housing is essential to good business in any city and the present housing problems of East St. Louis should receive the attention of the business interests. The present housing shortage will tend to encourage increase of housing evils such as increasing congestion and overcrowding of rooms. Unless measures are taken to prevent the spread of these evils a considerable increase in contagious and infectious diseases will be inevitable.

Present ordinance provisions with respect to housing which should be more rigidly enforced than at present are:

1. "Unsanitary Buildings. Sec. 638.—(Nuisance.) Any building or part thereof, which by reason of its unsanitary condition, or of its being infected with disease, is unfit for human habitation, or which from any other cause is a source of sickness among the inhabitants of this city, or which otherwise endangers the public health, is hereby declared to constitute a public nuisance."

2. "Vacation of Buildings. Sec. 640. Whenever it shall be decided by the commissioner of health that any building or part thereof is unfit for human habitation by reason of its being so infected with disease, or from other causes, as to be



likely to cause sickness among the occupants, and notice of such decision shall have been affixed conspicuously on the building, or part thereof, so decided to be unfit for human habitation, and personally served upon the owner, agent or lessee, if the same can be found in the State, or the persons in possession, charge or control of such building, requiring persons therein to vacate such building or part thereof for the reasons to be stated therein as aforesaid, it shall be the duty of the commissioner to see to it that such building or part thereof is vacated within ten days from the date of such notice, or within a shorter time (not less than twenty-four hours in any case) as may be specified in said notice, if in the opinion of said commissioner such building or portion thereof should be vacated within less than ten days. Said commissioner shall have the power and authority to call upon the department of police or upon any member thereof for such assistance as may be necessary to enable him to enforce the provisions of this section, and it shall be the duty of any member of the department of police so called upon to render such assistance as may be required of him by said commissioner of health."

3. "Removal of Ashes, Garbage, etc.

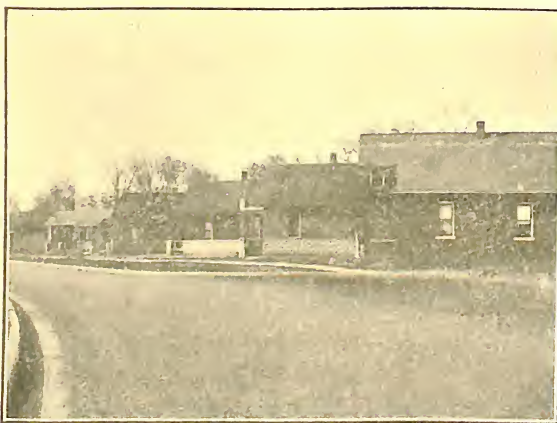
Sec. 617. (Commissioner of Health to Have Charge of Disposition.) The commissioner of health shall see to it that all garbage, filth, litter, dirt, ashes, manure, offal, swill, and other like materials are removed from the streets and alleys of the city and he shall be charged with the removal and disposition of same." (This ordinance is not enforced because of lack of funds and organizations.)

The following provisions are not contained within present ordinances of the city; they are taken from the "Model Housing Law," by Lawrence Vieller, and are herewith suggested as indicative of the need of a proper housing code for East St. Louis.

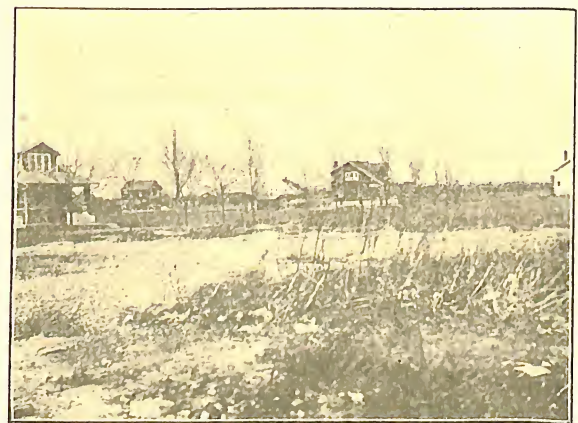
1. "Access to Yard. There must be access from the street or alley to the yard."

2. "Cellar Entrance. There shall be an outside cellar entrance."

3. "Hall and Stair Partitions. Tenements over two stories in height or with more than two families on a floor must have stair halls enclosed on all sides with walls of brick or approved fireproof material not less than eight inches thick. Doors opening from such stair hall shall be fireproof and self-closing. There shall be no transom or similar opening from such stair hall to other parts of the house. Entrance



This results from the lack of power to control the sub-division of land. Note the angle at which the houses face the street.



Dangerous grade crossings have retarded the development of residential areas east of the railroad belt lines at Twenty-first and State Streets.



halls must comply with the above provisions and be  $4\frac{1}{2}$  feet wide."

4. "Percentage of Lot to be Occupied.

Corner lot, street on three sides..	90%
Corner lot .....	85%
Interior lot, depth up to 60 feet..	70%
60 to 105 feet.....	65%
105 to 155 feet.....	55%
155 to 205 feet.....	50%
Over 205 feet.....	40%

5. "Yards—Interior Lots—25% of the depth of the lot but never less than 15 feet. Increased 5% of the above depth for each story above three and decreased 5% for each story below three.

Corner Lots—15% of the depth of the lot but never less than 15 feet. Increased 5% of the above depth for each story above three and decreased 5% for each story below three.

6. "Inner Courts.

Height of building	Width of court
1 story .....	6 feet
2 stories ..	7 feet
3 stories ..	8 feet
4 stories ..	9 feet
5 stories ..	11 feet

and shall increase 2 feet for each additional story above five. The length of an inner court shall never be less than twice the minimum width. The length of an inner court shall never be greater than four times its width.

Intakes. Every inner court shall have two or more horizontal air intakes at the bottom. One such intake shall always communicate directly with the street or front yard and one with the rear yard, and each shall be three feet wide and seven feet high and shall be left open or provided with an open gate."

7. "Buildings on Same Lot.

Height of building	Distance between two buildings
1 story .....	20 feet
2 stories ..	30 feet
3 stories ..	30 feet
4 stories ..	35 feet
5 stories ..	40 feet
5 feet for every additional story."	

8. "Rooms—Minimum Area. One room 150 square feet floor area; all others except water closet compartments and bathrooms, 90 square feet in area and seven feet wide."

9. "Cellar Floors. Must be damp-proof and waterproof."

10. "Halls—Lighting and Ventilation. Every public hall must have at each story at least one window opening directly upon the street, yard, or court. Such window shall be at the end of the hall with the natural direction of the light parallel to the hall's axis. Any part of a hall shut off or recessed from any other part of said hall shall be deemed a separate hall and shall be separately lighted and ventilated.

Halls—Window Area. At least one of the windows in every public hall shall be  $2\frac{1}{2}$  feet wide or 5 feet high, measured between the stop-beads. In the roof over each stair well, there shall be a ventilating skylight with ridge ventilators having an opening of 40 square inches or such skylight shall have fixed or movable louvres."

11. "Water Supply. There shall be a sink or wash-bowl with running water in each apartment, suite or group of rooms."

12. "Water Closet Accommodation. There shall be a separate water closet in a separate compartment located within each apartment, suite, or group of rooms.

Window Area of Water Closets. Every window must be three square feet between stop-beads and the total area of windows must be six square feet between stop-beads."

13. "Drainage of Court Areas and Yards. All courts, areas, and yards shall be properly graded and drained and, when required by the Health Officer, concreted."

14. "Ashes and Garbage. The owner shall provide suitable tight metal cans with covers for holding ashes, rubbish, garbage, refuse, etc. Chute and bins for such purposes are prohibited."



CITY OF  
EAST ST. LOUIS.

PROPOSED IMPROVEMENTS AT THE  
MUNICIPAL BRIDGE APPROACH AND TENTH ST.  
SHOWING  
CONNECTION WITH MISSISSIPPI AVENUE.

HARLAND BARTHOLOMEW  
CITY PLAN ENGINEER

ST. LOUIS MUNICIPAL BRIDGE

MISSISSIPPI RIVER

ILLINOIS CENTRAL RAILROAD

TENTH AVE.

BOND AVE.

MARKET AVE.

THE OILEY

PEGGOTT

TUDOR

VALENTINE

MISSISSIPPI AVENUE

ST. LOUIS

Plan and View showing the proposed plaza at the approach to the St. Lou Municipal Bridge and the connection of Tenth Street with Mississippi Avenue by constructing a depressed street under the Illinois Central Railroad tracks. The right-of-way of the Illinois Central Railroad is elevated on an embankment at a considerable height above Tenth Street and only a slight depression of the street would be necessary to pass under the railroad tracks.



## THE CITY'S APPEARANCE

It is now a generally accepted fact that the industrial city wishing to attract new industries as well as to retain its present ones must offer to the manufacturer not merely good industrial sites, low freight rates and switching charges, and public utility services at economical prices, but the city must also offer to the employees of industries good living conditions, good housing conditions, ample recreation facilities, and those other things which will tend to make life in that city pleasant for the workmen's families. Not the least of those amenities which a city should offer is a pleasing aspect. It must be admitted that East St. Louis today offers anything but a pleasing appearance to its citizens and to those who visit the city. There are many comparatively inexpensive things that the city could do which, in a few years, would materially alter its present aspect. As a matter of good business as well as of civic pride these seemingly small and insignificant matters should be given serious consideration.

Chief among the things which lend attractiveness and add comfort and value to all residential districts is proper planting of street trees. There is now an utter lack of adequate tree planting in East St. Louis. There is neither a definite plan nor program for providing street trees in residential districts; the result is that most streets present a barren, or at best a ragged appearance throughout the year. Trees are inexpensive, yet they do help greatly to provide comfort during the warm summer months. It is urgently recommended that local legislation be passed authorizing the City Commission to plant, maintain, and levy assessments for the planting of trees. Already the Park Board has taken upon itself the task of planting trees on a few city streets, but obviously it would be an unwarranted tax on the Park Board to plant all the streets in the city without compensation. The majority of individual owners would be willing to pay the assessment for such tree planting, an amount probably not more than \$5.00 for each



An example of good tree planting.

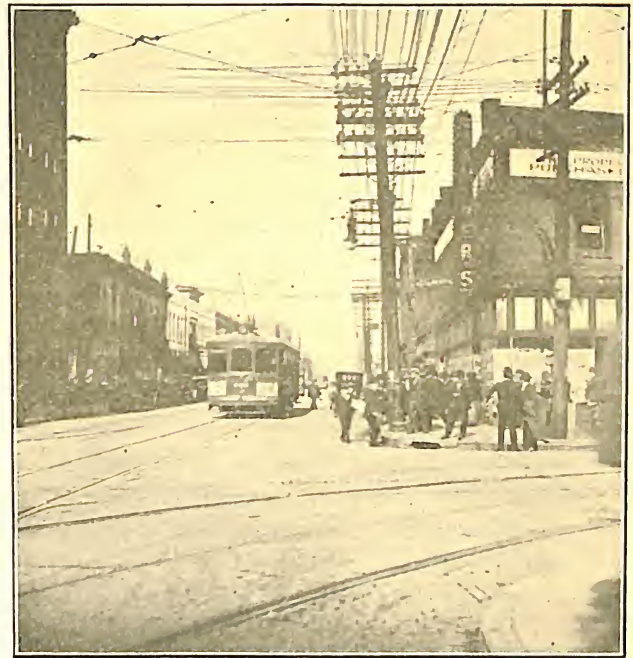


An example of bad tree planting. Note the different kinds of trees and irregular spacing.





Projecting signs not only mar the appearance of the street, but also that of the building.



Unsightly poles and wires on Collinsville Avenue, the main business street of East St. Louis. These should be placed in the alley or preferably the wires should be run in underground conduits.

small residence lot. In the appendix will be found a proposed ordinance which would make possible the execution of the above recommendation with respect to the planting of trees and levying the required assessments. Through the operation of such an ordinance the City Commission would be enabled to prepare and carry out a tree-planting program for the entire city. Permanent types of trees such as Elms, Norway Maples or Native Oaks should be used rather than the less permanent Sycamores and Poplars now so common.

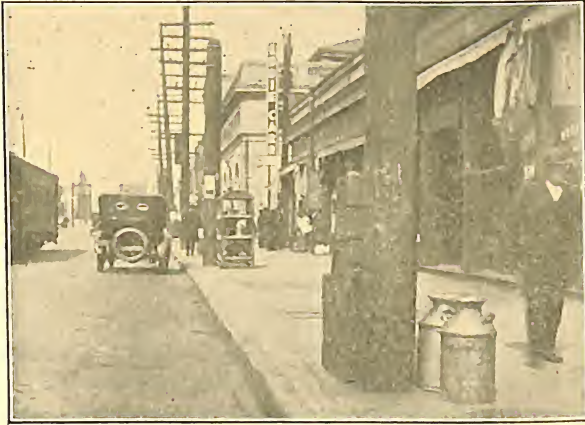
In the business section of the city, where it would be more or less impracticable to plant trees, a decided improvement in the appearance of streets such as Collinsville Avenue could be effected by the removal of the numerous poles and wires by placing them in underground conduits. The utilities corporations would probably be willing to co-operate in some carefully prepared plan for gradually eliminating poles and

wires on the more important streets. Some cities, notably St. Louis, have adopted ordinances providing for the removal of poles and wires over a given length of streets each year. Such an ordinance providing for the clearing of at least one or two miles of poles and wires on the most important major streets each year could well be enacted in East St. Louis.

One of the principal sources of ugliness in cities in recent years has been the billboard. Recent court decisions have indicated that cities may control the location and design of billboards. Under zoning ordinances adopted in some of the larger cities it has been possible to exclude billboards from sections of the city zoned for residential purposes. An ordinance for the regulation of billboards has already been adopted and should be rigidly enforced.

Sidewalk encroachments often become a source of public annoyance and inconvenience, especially when not carefully regu-





Sidewalk encroachment which should be prohibited.



An area below the street grade in the business district of East St. Louis, within a few hundred feet of its busiest corner.

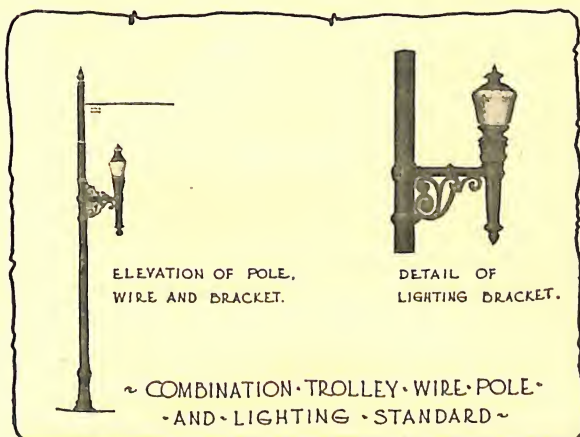
lated. On Collinsville Avenue, East St. Louis' most important street, which already has inadequate roadway and sidewalk widths numerous merchants have formed the habit of using a part of the sidewalk space for mercantile purposes. This not merely reduces the effectiveness of sidewalk width but helps to contribute to an untidy street appearance. The city has the right to keep the sidewalks free of encumbrances and should diligently exercise that right.

Many cities prepare and enforce a uniform sidewalk specification for curbs and

gutters. This could well be done by the city engineering department to prevent irregularity in the plan of sidewalks, as well as to preserve uniformity in design and appearance of sidewalks, curbs, and gutters.

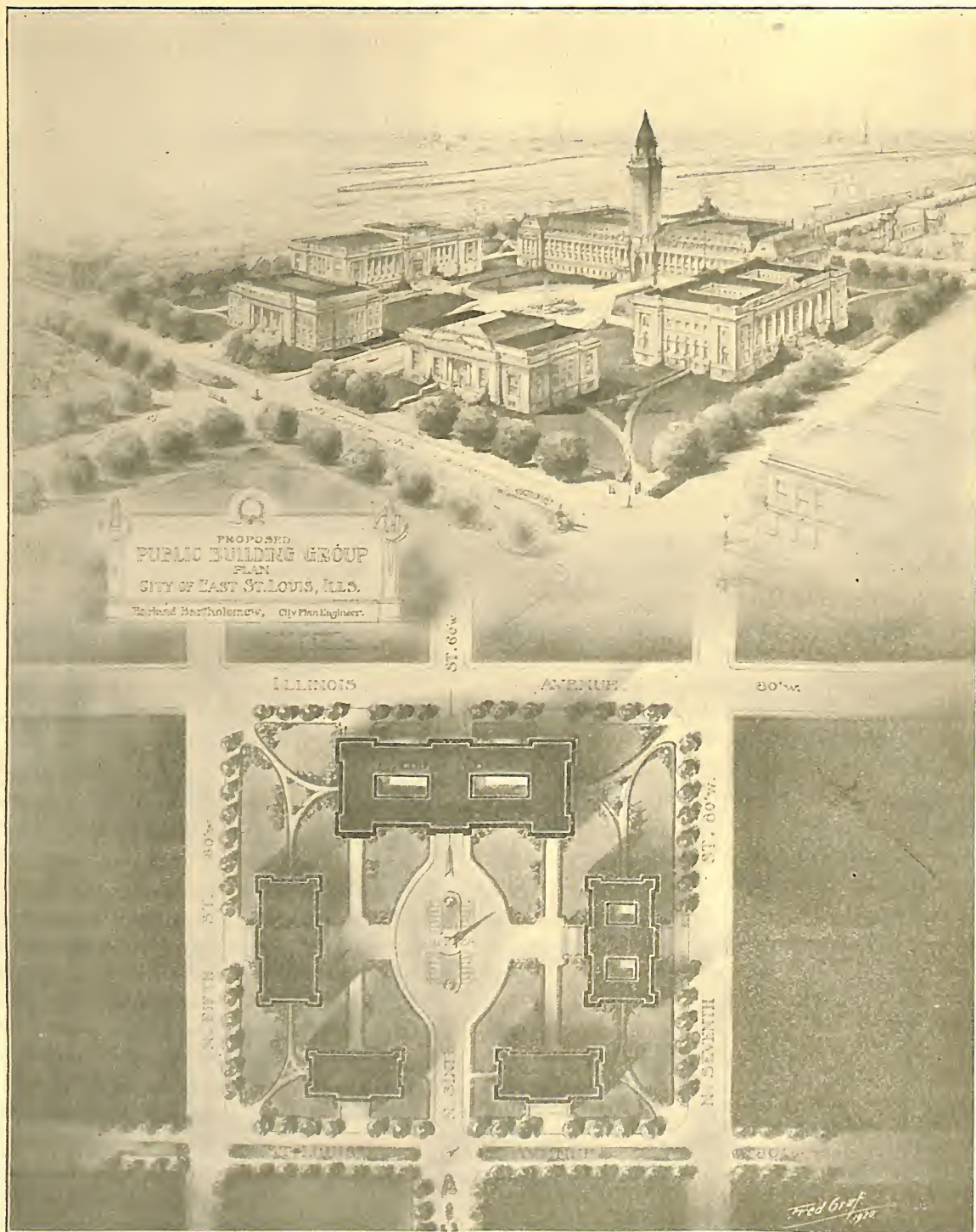
A uniform lighting plan should also be devised for the entire city. Several desirable types of lighting standards should be designed for use in various districts. A combination standard for street lighting and for the support of trolley wires should be adopted on Collinsville Avenue and the other important streets of the business district.

If the Rock Road be widened and extended to Broadway or Main Street, previously mentioned as one of the foremost improvements needed in East St. Louis, an opportunity will present itself for designing a most interesting plaza at the intersection of Tenth Street, State Street, and Rock Road. The State Street intersection will be one of the most important in the city and undoubtedly this will become very nearly the center of the future business district. The opportunity now exists for planning here a street intersection which in later years will be considered one of the city's most note-



A simple, satisfactory and economical method of combining trolley wire pole and lighting standard.





Plan and View of the Proposed Public Building Group between the two blocks bounded by Fifth and Seventh Streets, and Illinois and St. Louis Avenues. The buildings could be so designed and arranged as to have frontage on surrounding streets as well as to constitute a satisfactory and complete public building group.





View from the St. Louis Municipal Bridge showing the present East St. Louis approach.



High School; a large and attractive building on too small a site.

worthy improvements. Likewise, a similar street plaza could be created at the intersection of Broadway and Rock Road, extended as proposed.

Cities are frequently judged by first impressions. Particularly is this true where the principal approaches to a city are over important bridges. The present approach to East St. Louis from the Eads Bridge gives a most uncomplimentary and unpleasant first impression. This is also true of the approach from the St. Louis Municipal Bridge. An accompanying drawing (page 54) illustrates what might very properly and easily be done at the Municipal Bridge approach. Tenth Street should be widened and a considerable street space should be provided at the entrance to the bridge so that automobiles may enter Tenth Street without an abrupt turn and transit lines from across the river be given space for looping. In this plan, provision has been made for a car line loop as well as a waiting station and platform. Undoubtedly there will be an early increase of property values at this point; the city should soon take advantage of its opportunity by creating a more favorable approach to the bridge than now exists.

An exceptionally pleasing bridge approach would be possible if at some future

time there were to be constructed the bridge proposed over the Mississippi at Trendley Avenue. Piggott Avenue, Trendley Avenue, and Main Street come together at what would be the entrance to the bridge, and by acquiring sufficient property at this point, a most attractive bridge entrance could be constructed.

### A Civic Center

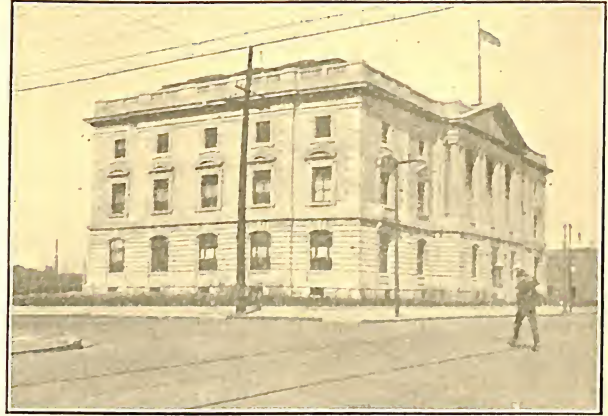
In the design of its public buildings a city usually attempts to give expression to the community spirit. A well-designed building is often spoiled, however, by a poor location. More often than not public buildings are scattered about the city without regard to the best fulfillment of their respective functions. Where opportunity presents there should be a grouping of public buildings about a common center, producing a much more effective setting for each as well as securing the economy of concentrating public business at a common point.

The present city hall in East St. Louis will have outlived its usefulness within a comparatively few years. A new library building is already needed. A new court house will undoubtedly be required within a few years and could possibly be located in East St. Louis. It would therefore





Present City Hall, though imposing in appearance it will soon be inadequate in size.



Federal Building; a stately building with a poor setting.

seem wise to suggest placing these buildings together in a desirable building group or civic center. Such a group should be located not far from the business district and at the same time should not occupy property which might otherwise be more properly used for business purposes. In searching for the best location for such a public building group it seemed that the two blocks bounded by Illinois Avenue, Fifth Street, St. Louis Avenue and Seventh Street would serve such a purpose. This location is near the business district and is now occupied with improvements of low value. An accompanying plan (page 58) illustrates a new library, court house, new city hall, municipal auditorium, and one other public building arranged in a digni-

fied setting. The most important building, the court house, could be placed on Illinois Avenue, dominating the group. The other buildings would be arranged on either side of Sixth Street, widened from the old Rock Road, as reopened. Likewise, Sixth Street would form an excellent street approach to the north, while within the group Sixth Street would be widened into a spacious plaza. The court house has been planned to span Sixth Street with a campanile immediately above to serve as a focal point. Either one or both blocks immediately south of the civic center should be utilized for the playground and neighborhood park needed to serve this section, as previously indicated.



## LEGAL AND FINANCIAL ASPECTS OF THE CITY PLAN

One of the most important parts of a city planning program is that of securing the enactment of such legislation as will permit of the execution of various parts of the city plan in the most practical, economical, and satisfactory manner. Considerable difficulty has been encountered in attempting to secure information with respect to the powers now possessed by the city for carrying out numerous parts of the city plan here recommended. It is suggested that as a first step in such a procedure there should be a codification of all the laws and ordinances that affect the City of East St. Louis. This seems never to have been done and is an absolute essential, not merely for purposes of the city plan, but for all municipal activities.

Undoubtedly the city within the next few years will need a new charter or a revision and enlargement of the present one. When this is secured numerous provisions should be included which will make possible the expedition of city planning work. It is impossible to state now just what the changes in the charter should be. As an illustration, however, it is suggested that provision be made for the issuance of long-term bonds for permanent improvements so that the cost may be distributed over a period of years proportionate to the distribution of the benefit of such improvements. It might be well to provide for the issuance of bonds over a period of twenty-five years for street opening projects, granting the privilege of annual benefit assessment payments over a similar period of years and possibly granting the additional privilege of deferring any payments for benefits for a period of five years after the completion of such an improvement.

This would enable property actually to earn and enjoy the advantage of an increment in value by the time benefit assessments had to be paid rather than to place upon that property the possible burden of foreclosure where the owner could not at once meet the obligations.

One of the most necessary adjuncts of the city planning work will be the appointment of a permanent city plan commission with a small annual appropriation to carry on the work of city planning in an orderly and continuous manner. While it is true that as a result of the present work several improvements have been started in connection with the city plan, it is too much to expect the plan of itself to stand and be followed without continuous direction. There consequently has been prepared and included in the appendix a proposed ordinance for the creation of a city plan commission. There will also be found in the appendix a state law providing for the appointment of such a city plan commission.

A new State Constitutional Convention is now in session in Illinois. In anticipation of this convention a committee of the Chicago City Club has made an extended investigation of the powers that would be needed to carry out the work of city planning properly in all cities within the State of Illinois. This committee has prepared a number of proposed constitutional amendments and legislative enactments. The text of these is too voluminous for inclusion in this report, copies of which, however, have been filed at the office of the War Civics Committee. It is urged that the municipal authorities and others interested lend their support to the adop-



tion of these constitutional amendments and legislative enactments which, after adoption, will form a foundation for effective city planning accomplishment in Illinois equal, if not superior, to that enjoyed by cities of any other State.

A brief summary of the powers sought are as follows:

I. By Constitutional Amendment—

1. Right to restrict occupancy of land to be included in the city plan.
2. Authority to establish new street lines ahead of the time the improvement is to be made.
3. Right to condemn fee in land.
4. Right to condemn reversionary rights in land.
5. Power to condemn excess land.
6. Power to condemn for replotting and sale.
7. Right to spread special assessments (benefits) for building transportation lines.

II. By Legislative Enactment—

1. Power for municipalities to appoint City Plan Commissions.
2. Creation of a State City Plan Bureau or Commission.
3. Right of the City Plan Commission to control new developments both inside and beyond city limits.
4. Authority to establish zones.
5. Broad powers to dispose of city plan problems for the general welfare.
6. Power to condemn land beyond municipal limits for any purpose for which it has power to acquire property in the city limits.
7. Authority to construct improvements of various kinds beyond municipal limits.
8. Power to co-operate with other governing agencies.

9. Power to own, develop and dispose of real estate.
10. Power to condemn land for the use of other corporations or agencies.
11. Power to condemn land belonging to other governing agencies.
12. Power to condemn and replat in the interest of the general welfare.
13. Power to take and execute options on property.
14. Right for the City Planning Commission to designate streets on which to build street car and rapid transit lines.
15. Broad powers to condemn easements for the general welfare.

### Financial Considerations

The tremendous physical handicaps that have attended the growth of East St. Louis and its peculiar and overwhelming railroad developments have prevented the growth of an incentive to the many public improvements needed to make an attractive community. Genuine public spirit has been almost unknown. The city has grown in a haphazard manner; the lack of a systematic plan has been accompanied by a lack of regard for the very necessary matters of legislation and finance so vital to progress. Public improvements cost money and perhaps the realization of the cost of the many things needed by the city has served heretofore to dampen enthusiasm for constructive accomplishments. Yet, public improvements, though costly, bring their own reward and justification in the creation of new values and new business activity. It is undoubtedly this realization that has caused the recent community stock-taking and planning of the past two years. Not the least important of the studies made has been that of the city's financial situation by the Bureau of Municipal Research of New York. Many of



the conclusions arrived at in this study have a distinct bearing upon the carrying out of the city plan. The following conclusions, taken from the aforementioned report, are especially important:

The City of East St. Louis is hampered by an archaic system of state tax administration.

The State Board of Equalization, which makes the original assessment of railroad property and corporate stock and equalizes the assessed valuation between counties, has outlived its usefulness.

The work of the County Board of Review is unscientific and unsatisfactory.

The City Commission is without power to levy tax for municipal purposes upon general property; it can only advise as to the amount required and the county clerk fixes the rate under the provisions of the Juul law.

Three collectors are empowered by law to receive the taxes and assessments laid upon property within the city.

The city administration is burdened by a number of superimposed administrations and has no power to act directly and completely at any stage in the tax procedure.

The present revenues of the city are inadequate. The loss of liquor licenses will produce a critical situation.

City expenditures cannot be curtailed sufficiently to offset the lack of revenue.

The principal sources from which the city's revenue may be increased are: (1) general property, either through an increased total of valuation of property or through an increased rate; (2) new miscellaneous taxes, such as business taxes and franchise taxes; (3) improved methods of tax collection.

Already, in accordance with these conclusions and recommendations, the city has taken steps to increase its revenue and readjust itself financially. East St. Louis

has actually spent less money, proportionately, and consequently has less public improvements to show than other cities. The compensation and satisfaction that may be derived from this situation is that in securing the necessary authority to make improvements a well-rounded-out plan of community action will meanwhile have been prepared and in the course of a few years such expenditures as may be made can, with good judgment, be made to bring a maximum of desirable improvements. An illustration of how deficient the city has been can well be obtained from the following table (No. 3) prepared from the United States Census Statistics for 1918.

#### Financial Standing of East St. Louis as Compared with other Illinois Cities.

Name of City	Population	Rank in Population	Total Tax levy Per Capita	Assessed Value of property Per Capita
East St. Louis..	77,312	86th	\$15.86	\$171.49
Peoria . . . . .	72,184	93rd	23.86	344.14
Springfield . . . .	62,873	104th	20.25	250.25
Rockford . . . . .	56,739	119th	25.44	406.46

	Governmental Cost Payments Per Capita	Governmental Revenue Receipts Per Capita
East St. Louis....	\$16.25	\$15.91
Peoria . . . . .	25.01	24.15
Springfield . . . .	27.53	20.45
Rockford . . . . .	27.36	26.01

Of 131 cities in the United States having a population of 50,000 or over, East St. Louis has next to the lowest assets and value of public property and is very nearly the lowest in revenue receipts from taxes and in expenditures for governmental purposes.

Obviously the conclusion to be drawn from these figures is that East St. Louis can afford to raise revenues from which it may gradually make improvements at least comparable, if not superior, to those of other cities.



## APPENDIX



## PROPOSED ORDINANCE AUTHORIZING CREATION OF A PERMANENT CITY PLAN COMMISSION

### **An Ordinance Creating a City Plan Commission, Prescribing the Number and Qualifications of its Members and Defining the Duties Thereof.**

Bt It Ordained by the City Commission of the City of East St. Louis, as follows:

Section 1. PURPOSE. In order to make adequate provision for and to prepare a comprehensive city plan for the purpose of guiding and directing the future development and growth of East St. Louis, there is hereby created an additional department of the City Government to be known as the City Plan Commission.

Sec. 2. MEMBERS. The City Plan Commission shall consist of seven members, three of whom shall be the commissioner of streets, the city engineer, and the president of the Park Board. The other four members shall be citizens holding no public office, who shall be qualified by knowledge or experience to act on matters pertaining to the development of a city plan. The four citizen members shall be appointed by the City Commission in the first instance for periods of one, two, three, and four-year terms respectively and thereafter all appointments shall be made for terms of four years. Appointments to fill vacancies shall be for the unexpired term only. All members of the Commission shall serve without pay.

Sec. 3. PROCEDURE. Four members shall be a quorum. The Commission may make and alter rules and regulations for its organization and procedure consistent with the ordinances of the city and laws of the state. The City Plan Commission shall make an annual report to the City Commission of its transactions and recommendations. The City Commission may

employ city planners, engineers, and other persons whose salaries and wages and other necessary expenses of the Commission and its members shall be provided for at the discretion of the City Commission by proper appropriations and ordinances; provided, however, that the total sum so expended in any one year shall not exceed the appropriation for such year as hereinafter provided.

Sec. 4. POWERS AND DUTIES. The powers and duties of the Commission shall be to prepare a comprehensive plan for the city and to make such maps and plans of the whole or any portion of such municipality and of any land outside the municipality, which in the opinion of the Commission bears relation to the plan of the municipality. Such plan or plans may show the Commission's studies and recommendations respecting the width and arrangements of streets and alleys, the location of bridges, viaducts, parks, playgrounds, boulevards or other public grounds or public improvements, the platting of private property into lots, plots, streets, and alleys, the location and development of any transit, transportation, or other facilities of communication, the grouping of public buildings, the design or placing of any memorials, works of art, street lighting standards, street name signs, billboards or projecting signs, or other things pertaining to the city's appearance.

The Commission may prepare and submit to the City Commission for its adoption an ordinance regulating the height, area, and use of buildings by districts within the city, such plan having been prepared in the interest of promoting the health, safety, and general welfare of the com-



munity. The Commission may also make such investigation, study, and report of housing conditions in the city as it may from time to time see fit or upon instruction by the City Commission.

It shall also be the duty of the Commission to prepare and recommend such state and municipal legislation as may be necessary for carrying out the recommendations and suggestions of the Commission.

All plans, plats, or replats of lands laid out in lots or plots, and the streets, alleys, or other portions of the same intended to be dedicated to public or private use, shall first be submitted to the City Plan Commission and approved by it before it shall be recorded. It shall be unlawful to receive or record such plan, plat, or replat in any public office unless the same shall bear thereon, by endorsement or otherwise, the approval of the City Plan Commission. The disapproval of any such plan, plat, or replat by the City Plan Commission shall be deemed a refusal of the proposed dedication shown thereon.

The clerk of the City Commission shall, upon introduction, furnish to the City Planning Commission, for its consideration, a copy of all ordinances and bills relating to the location of any public building of the city and to the location, extension, widening, enlargement, orna-

mentation, and parking of any street, boulevard, parkway, park playground, or other public grounds, and to the vacation of any street, or other alteration of the city plan of streets and highways, and to the location of any bridge, tunnel, subway, or any surface, underground, or elevated railway. The said Commission may make a report or suggestion in relation thereto, if it deems a report necessary or advisable for the consideration of the City Commission. All such reports when delivered to the clerk of the City Commission shall be for the information of the public as well as of the City Commission, and the Commission shall furnish to any newspaper of the city, on request, for publication, a copy of any such report.

Sec. 5. It shall be lawful for the City Commission to appropriate any amount of money from the current revenue of the city not exceeding \$10,000 in any one year for the expense of such City Plan Commission, such money being raised in the same manner as for the expenses of other city departments.

Sec. 6. EFFECTIVENESS. This ordinance shall become effective on and after January 1, 1921, and shall not be considered to repeal any other ordinance but shall be deemed accumulative.

## **PROPOSED LAW AUTHORIZING THE ESTABLISHMENT OF BUILDING LINES.**

**AN ACT** to authorize the establishment of building lines on streets in cities which now have or hereafter may have 25,000 or more inhabitants and to provide the manner in which damages and benefits may be determined and paid.  
Be It Enacted by the General Assembly of the State of Illinois, as follows:

Section 1. The word "street," as used in this act, means any public highway, esplanade, boulevard, parkway, square or street or any part or side, of any of the same.

Sec. 2. It shall be lawful for any city now having or which may hereafter have 25,000 or more inhabitants, to provide by



ordinance for the establishment of building lines on any public street or highway. Such building line shall be established by the same procedure as that provided by law in such city for the acquiring of land for the opening of streets. After the establishment of any such line no building or other structure shall be erected, reconstructed or substantially repaired and no new building or other structure or part thereof shall be re-erected within said lines so established.

Sec. 3. Whenever and wherever a building line shall be established as aforesaid, all structures extending within such building lines shall be required to conform to the new line within a period of not more than twenty-five years from the time of establishing said lines; such time to be provided in the ordinance, providing for the establishment of such line. At the expiration of the time limit in which all structures are so required to conform to the new building line, the proper municipal authorities shall proceed in the manner

then provided by law relating to condemnation proceedings by such cities to remove all structures then within such line, provided, however, that all owners of property so affected shall receive due notice and hearing in the manner then provided by such law in the determination of the additional damages sustained by the removal of such structure then within the building line.

Sec. 4. In payment for the real estate, improvements and easements to be taken and acquired for the establishment of such building lines as are herein provided and of the damages sustained thereby, benefits shall be assessed and collected in the same manner as provided by law in proceedings in any such city for the acquiring of lands for the opening of streets.

Sec. 5. This act shall not limit or abridge any power now or hereafter conferred by law on such cities to establish building lines or take any property or any interest therein by eminent domain.

## **PROPOSED CONSTITUTIONAL AMENDMENT GRANTING POWER OF EXCESS CONDEMNATION.**

**Submitting to the Qualified Voters of the State of Illinois an Amendment to the Constitution Thereof Granting to the State, Municipal Corporations and Other Political Subdivisions of the State the Power of Excess Condemnation.**

Section 1. To provide for excess condemnation by the state, municipal corporations, and other political subdivisions of the state—that at the general election to be held on the Tuesday next following the first Monday in November, A. D. 1920, an amendment to the Constitution of Illinois shall be submitted to the qualified voters

of the state, in the following words: Whenever the state, a municipal corporation, or any political subdivision of the state authorized by law to take private property for public use, shall appropriate or condemn any private property for public use, whatsoever, or when the state, a municipal corporation, or any political subdivision of the state authorized by law to take private property for public use in furtherance of such public use, shall provide for any public work or improvements which shall damage or benefit private property, the state, municipal corporation, or any political subdivision of the state authorized by law to



take private property for public use, may provide for the appropriation in fee by the state, municipal corporation, or other political subdivision of private property or any easement or use therein in excess of that actually required for such specific purpose, under such conditions as shall be prescribed by the legislature or general laws of the state, or as prescribed by the charter and ordinance provisions of any such municipal corporation operating under special charter, and such excess property or right therein so acquired by the state, municipal corporation, or other political subdivision, may be sold, leased, or otherwise disposed of by it under such terms and conditions as may be prescribed by the

laws of the state and the charter and ordinance provisions of any municipality, corporation or other political subdivision, and this right of the state, municipal corporation, or other political subdivision to acquire and sell such excess property is hereby declared to be a public use; provided, however, that such excess shall be condemned and compensation therefor ascertained in the same proceeding, and in the same manner as near as may be, as the private property, easement, or use actually needed, as aforesaid; and provided, further, that the value of such excess shall be paid for by the state, municipal corporation, or other political subdivision as the case may be.

### **PROPOSED ORDINANCE AUTHORIZING THE REGULATION OF PROJECTING SIGNS.**

Regulation of Projecting Signs. Any sign now erected or that may hereafter be erected on or attached to a building, canopy, balcony, bridge, wall or any other structure, that may become decayed or from any cause become unsafe, shall be taken down and removed or otherwise properly secured, upon written notice from the building commissioner. No sign exceeding twenty (20) square feet in area shall be erected on or attached to any building, canopy, balcony, bridge, wall or any other structure, without a permit from the division of building and inspection. No sign exceeding thirty-five (35) square feet in area shall hereafter be erected on or attached to any building, canopy, balcony, bridge, wall or other structure, unless such sign is constructed wholly of metal or other non-combustible material. When two or more signs are attached to any building, canopy, balcony, bridge, wall or other structure, one above the other, the width

or height of all the signs shall be measured as if the entire number constituted but one solid sign and the space between such signs shall be included in the calculation of the width of the signs, unless there be a clear space of at least six (6) feet between such signs. No sign shall project more than thirty-six (36) inches beyond the building line of any street or alley, unless such sign be securely built on the top of or attached to a canopy, or like permanent fixture of a building. No sign or combination of signs erected on the top of any canopy or other like fixture, when projecting more than thirty-six (36) inches over the building line of any street or alley shall exceed ten (10) feet in height, nor shall any sign, attached thereto, project beyond the outer line of such canopy, or other like fixture. No sign attached to any building, canopy, balcony, or other structure shall extend downward nearer than eight (8) feet to the ground



or pavement of any street or alley, nor shall any sign be so placed as to obstruct any fire escape, or so situated as to interfere with the operations of the fire department. Every sign hereafter erected upon or attached to any building, canopy, balcony, bridge or other structure shall be supported by heavy iron braces or supports

firmly bolted in a secure manner to such building, canopy, balcony, bridge, or other structure, and it shall be unlawful for any person, firm or corporation to erect or cause to be erected, or refuse to remove or properly secure an unsafe sign in violation of this ordinance.

## **PROPOSED ORDINANCE AUTHORIZING THE PLANTING OF TREES.**

**An Ordinance Providing for the Planting of Trees Upon the Streets and Other Public Places in the City of East St. Louis, Providing the Procedure for the Doing of the Work or Letting of Contracts Therefor, and Providing for the Assessment of Special Taxes Against the Property in Front of Which Such Trees are Planted.**

Be It Ordained by the City of East St. Louis, as follows:

Section 1. Whenever in the judgment of the City Commission it is necessary or desirable that shade trees be planted along any street, or part of any street, or public place, the City Commission shall prepare plans therefor showing the place where it is proposed to plant the trees, the kind of trees selected, the approximate size and number, and shall designate a time on which it will consider the projected planting of trees on said street or part thereof, or the said public place, and shall give ten days' public notice in the paper or papers doing the city publishing, of the time, place and matter to be considered and of the estimated cost of the trees and the planting thereof and incidental expenses. Within ten days after the aforesaid hearing by the City Commission is concluded, the City Commission shall file in its office its final plans and decisions, amended or approved, showing definitely the kind of trees to be planted, the approximate size

and number, the place where the same are to be planted and an estimate of the approximate total cost of the entire work determined upon. If no such work is determined upon, the City Commission's decision shall so state. In case of a decision by the said Commission that the said work or any part thereof shall be done, the owners of the greater area of the land in the district affected by such proposed ordinance may within three days file in the office of the City Commission their written remonstrance against the said proposed work, and the City Commission, if such remonstrance be duly filed, shall at its next meeting reconsider and either reverse or abide by its said decision. In case no remonstrance is filed or if the City Commission shall abide by its said decision, that the said work or part thereof shall proceed, the City Commission shall therefor prepare and pass an ordinance authorizing the said proposed work and providing an appropriation for doing the said work, and the cost thereof shall be divided pro rata by the City Commission among the several owners of the property in front of which the said trees are planted, the said division to be made in the proportion that the cost of each tree planted bears to the total cost of all the trees planted in such district in accordance with such ordinance.

Sec. 2. The City Commission shall prepare a special tax bill against each lot or parcel of real estate, in front of which



trees have been planted, in accordance with the aforesaid ordinance for the proportional part chargeable as aforesaid to said lot or parcel of real estate, which said bill shall be collected by the Collector with other taxes assessed against the said property, and each of the said bills shall be a first lien on the property affected thereby

until paid. Unless especially provided to the contrary in any ordinance for tree planting as aforesaid, tree planting shall be done under contracts let by the City Commission in pursuance of the ordinance authorizing the same and in accordance with the provisions regarding the letting of contracts.



APRIL, 1920.

COMPREHENSIVE PLAN  
SHOWING  
PROPOSED  
CITY IMPROVEMENTS.

